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ABSTRACT

The major responsibilities of the committee whose background and activities are reported here were: (1) to examine and review data on Title 1, Elementary Secondary Education Act programs in the school district and on the basis of this review and evaluation to advise the school district, Title 1 Parent Advisory Council, the State Department of Education, and the Philadelphia Welfare Rights group concerning changes necessary in educational projects and direct those changes; (2) to direct termination of those projects which do not meet the objectives outlined in Philadelphia's 1972-73 application and the stipulations of Title 1 if changes and modifications are not sufficient to facilitate compliance; (3) to review the stated objectives of each 1973-74 Title 1 project and advise the school district regarding the educational needs and priorities of eligible pupils; (4) to review the evaluation blueprints and measuring instruments; (5) to assist the school district in spending additional Title 1 monies for its projects in 1973-74 and approve or disapprove these expenditures; (6) to advise the school district in preparing its application for Title 1 funding in 1974-75 and direct changes in or the elimination of projects for 1974-75 which have not met their objectives in 1973-74 in that application; and, (7) to monitor 1973-74 projects to ascertain whether or not prescribed changes were being implemented. (Author/JM)

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REPORT OF THE
PHILADELPHIA SCHOOL DISTRICT
TITLE I EVALUATION AND REVIEW COMMITTEE

1973/74 Academic School Year

Members of the Committee

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PREFACE

The members of the Title I Evaluation and Review Committee, Edgar Epps, Edmund W. Gordon, and Roderick Hilsinger, express their appreciation for the cooperation of all persons involved in this task. Particularly, we thank those who worked so diligently to assist in the completion of the work of this committee. Without the commitment and concerted efforts of these many persons the evaluative and advisory tasks and the preparation of this final report would not have been completed.

Our special thanks are extended to:

The Pennsylvania Department of Education

Mr. William Dallams, Chief of Compensatory Programs

Welfare Rights Organization

Ms. Viola Sanders
Stephen Gold, Esq., Community Legal Services

Philadelphia Federation of Teachers

Mrs. Sonyia Richmond
Mr. Frank Sullivan
Mr. John Ryan

The School District of Philadelphia

Dr. Matthew Costanzo, Superintendent
Dr. David Horowitz, Associate Superintendent of School Services
Dr. Izra Staples, Associate Superintendent of Curriculum and Instruction
Mr. Thomas Rosica, Executive Director of Federal Programs
Dr. Michael Kean, Executive Director of Research

Consultants

(Dr. Hilsinger asked that all consultants be listed by institutions and a special thanks be given to Dr. Mabel Jessie for summarizing the consultants reports).

Staff

Edmund T. Gordon
Maxine Moffett
Alexis Molina
Bonnie Smith

Despite our heavy dependence on the work and counsel of these several persons, we assume full responsibility for what has emerged as our recommendations. Our assignment was investigative, judicial and conceptual in nature. Our work, however, included these three dimensions plus navigation through a situation fraught with political currents. In the report which follows, little of the political and social context is identified. Rather, emphasis is given to the investigative, conceptual and judicial aspects of our work. We leave to another effort the capturing of the dynamics of our experience in trying to resolve the conflicts in this potentially historic case.

Edmund W. Gordon, Chairman
of the Committee

Edgar Epps, Member

Roderick Hilsinger, Member

I. INTRODUCTION - The Work of the Evaluation and Review Committee

In the summer of 1973 the Philadelphia Welfare Rights Organization, along with a group of low income parents acting on behalf of their educationally deprived children enrolled in the Philadelphia School System, sued the Pennsylvania Department of Education, its Secretary, John Pittenger, and two other ranking officials in the Department, Donald Carrol, Jr. and John Hyams. The case was heard by Judge S. Lord in the United States District Court for the Eastern District of Pennsylvania. The plaintiff's complaint as summarized in Judge Lord's opinion was ". . . that defendants have approved Title I applications for [the School District of] Philadelphia without first making certain determinations required by statute, and that these applications violated various statutory restrictions governing the use of Title I funds. These determinations and violations fall within four categories: (1) comparability, (2) supplanting, (3) concentration, and (4) evaluation." (Lord, 1973:4)

In light of these allegations, the plaintiffs sought ". . . a declaration of these violations by defendants and an injunction prohibiting defendants from approving future Title I applications from Philadelphia which contain these violations." (Lord 1973:4)

In considering the case Judge Lord interpreted each of the four categories of determinations as follows: (1) comparability represents the federal government's stipulation that Title I funds be allocated by the appropriate state educational agency only after it has been determined that each school receiving Title I funds is comparable to the average of all schools in the district not receiving Title I funds in two ways. The first is comparability in the average number of pupils per assigned certified classroom teacher, certified instructional staff member (other than teachers) and non-certified instructional staff member. Correspondingly, there is expected to be comparability between the amounts spent per pupil on instructional salaries and costs (textbooks, library material, etc.); (2) supplanting is the federal government's stipulation that Title I funds be used to supplement and increase state and local funds that would ordinarily be made available to students participating in the projects in the absence of federal funds. Title I funds are not to be used to replace state and local funds and must not be used to provide services in project area schools which are provided by state or local funds in schools not participating in the project; (3) concentration as interpreted by the judge is the federal stipulation that Title I projects and funds should be limited to those schools within the school district which have the highest percentages of eligible students. This determination further contains the stipulation that funds be concentrated upon a limited number of educationally deprived students and in a limited number of projects so as to more greatly support the likelihood of success; (4) evaluation is interpreted by Judge Lord as the requirement that programs utilizing Title I funding be evaluated annually to indicate the effectiveness of the programs. This evaluation is to include objective measurements of educational achievement made by participants in the programs and of those children who will participate in the programs in the following year. Judge Lord found in the case of all four of the above determinations that the Philadelphia School District had not been in compliance. The defendants did not contest the plaintiff's factual allegations nor did they give any reason for denial of the declaratory and injunctive relief which the plaintiffs sought. This combined with the violations of the determinations, as enumerated above by the Philadelphia School District, contributed to Judge Lord's decision to grant the plaintiff's motion for a preliminary and permanent injunction against the approval of any applications for funds under Title I of the Elementary and Secondary Education Act for the School District of Philadelphia. This injunction was to begin with the 1973/74 school year and was to be lifted only upon compliance with the four determinations stated above, by the School District of Philadelphia.

In view of the Judge's decision the two parties mutually agreed and stipulated that Title I funds would not be allocated until the School District of Philadelphia met the requirements of Title I in the manner suggested and approved by a committee on evaluation and review of Philadelphia Title I programs consisting of three members chosen for their expertise in the fields of elementary and secondary education and/or compensatory education. The major responsibilities of the committee were: (1) to examine and review data on Title I programs in the school district and on the basis of this review and evaluation to advise the school district, Title I Parent Advisory Council, the State Department of Education, and the Philadelphia Welfare Rights group concerning changes necessary in educational projects and direct changes necessary for the projects to meet the needs of educationally deprived children; (2) to direct termination of those projects which do not meet the objectives outlined in Philadelphia's 1972/73 application and the stipulations of Title I if changes and modifications are not sufficient to facilitate compliance; (3) to review the stated objectives of each 1973/74 Title I project and advise the school district regarding the educational needs and priorities of eligible pupils. The committee, if it deemed necessary, was authorized to submit a written statement of educational needs and priorities which will serve as the basis for planning and implementation of the school district's Title I application for

1974/75; (4) to review the evaluation blueprints and measuring instruments or blueprints; (5) to assist the school district in spending additional Title I monies for its projects in 1973/74 and approve or disapprove these expenditures; (6) to advise the school district in preparing its application for Title I funding in 1974/75 and direct changes in or the elimination of projects for 1974/75 which have not met their objectives in 1973/74 in that application; (7) to monitor 1973/74 projects to ascertain whether or not prescribed changes were being implemented.

The agreement stipulated also that the defendants were: (1) to direct changes in Philadelphia's 1974/75 Title I application in accordance with the committee's directives and recommendations; (2) not to authorize or make payment of 1973/74 Title I monies if the School District of Philadelphia failed to comply with directives of the committee within a prescribed period of time; (3) not to authorize payment of 1974/75 Title I funds to Philadelphia unless the defendants notified the plaintiffs in writing of the school district's compliance with the directives of the committee; (4) to be responsible for payment of expenses incurred by the committee and of the arbiter, with the agreement that the work of the committee shall be terminated by July 31, 1974 after which the defendants shall not be responsible for any additional expenses incurred by the committee.

The final stipulation agreed upon was that the school district, if it does not agree with the modifications and terminations of the committee, could appeal these committee actions to the arbiter identified in the agreement. The burden of evidence was to be upon the school district. The appeal itself was to be sent to the arbiter who was to make the final decision on the appeal. It was agreed that there would be no appeal beyond the arbiter.

In accordance with the agreements and stipulations, the committee on review and evaluation of Philadelphia, Pennsylvania, Title I Programs was formed consisting of Professors E. Epps, E. Gordon and R. Hilsinger, with Dr. Gordon serving as chairman. As agreed, Dr. Norman Drachler was appointed as arbiter. This group first met in Harrisburg in early November of 1973. At this get-together the committee members obtained a general orientation to the problem at hand and to each other. The real work of the committee members began when they met on November 11, 1973. From this meeting emerged a memorandum detailing the committee members assessment of the educational needs and the priority of the needs for eligible Title I children. This, as laid down in the stiuplations, was to function as the basis for planning and implementing the school district's Title I application for the 1974/75 school year as well as serving as the committee's main tool for evaluations and recommendation concerning Philadelphia's Title I programs.

Subsequent to the production of this statement of needs the committee members applied themselves to a review of the School District of Philadelphia's Title I programs. This was accomplished by scrutinizing the evaluation and the research data, program descriptions and other documentation given to the committee members by the Board of Education to support its Title I programs. In a meeting held by the committee on December 12, 1973, and attended by the staff of the Board of Education, the evaluation data supplied to the committee by the Board was discussed. A debate ensued on the meaning and value of the evaluation data supplied to the committee by the Board. Agreement was reached that because the evaluation data were equivocal and incomplete, these data could not be depended upon and were an insufficient basis for policy decisions on Title I programming. Addressing themselves to another matter, the Board suggested and the Committee agreed that February 1 was the first break-off date for program revisions suggested by the committee.

On the same date another meeting was held involving the committee members and representatives of the Philadelphia Federation of Teachers. At this meeting the committee explained its goals and projected procedures and sought the teachers' input. The teachers' main concern was with the loss of jobs especially at mid-year. The committee members tried to emphasize the need for the union and the plaintiffs to join together in support of education and the adequate development of children. This concept was not rejected but no basis for its implementation was agreed to.

On January 22, 1974 a letter was sent to Dr. M. W. Costanzo, Superintendent of the School District of Philadelphia, listing ten programs which the committee members were tentatively recommending for termination by February 1, 1974. These programs were the Art Specialist Teacher Project, the Cultural Experiences Project, the Affective Education Project, the Communications Experience Project, the Computer Assisted Instruction Project, the Music Specialist Teachers Project, the Out-of-School Sequenced Science Experience Projects, the Afro-American Studies Project, Education in World Affairs Project, and the Multi-Media Center Project. In general these projects were tentatively recommended for termination because they were considered by the committee members to violate federal regulations against supplantation, not provided in sufficient concentration, were insufficiently

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relevant to the specific educational needs of poor children and/or the evaluation data did not support continuation. The committee members made these tentative recommendations on the basis of materials on the projects given them by the Board of Education and upon interviews with concerned parties held by the committee members and their staff.

A meeting was held on January 29, 1974 between the committee members and the Board of Education staff. The major topic of discussion was the committee's January 22 letter referred to above. At this meeting the Board of Education staff raised many questions as to the validity of the committee's recommendations in view of the apparent lack of the use of hard data in their evaluations. As a result of this meeting and review of further evaluation data submitted to the committee members by the Board of Education staff in support of their programs, the committee issued a statement on February 4, 1974 which contained their final recommendations for program revisions to take effect February 28, 1974. In this statement eight of the ten projects originally recommended for termination remained in that category. The committee decided to remove the Affective Education Project from this list until further investigations could be completed into its effectiveness. The Computer Assisted Instruction Project was also removed from this list. After a review of the Board's data and the research literature on this type of instruction the committee decided that this program should be continued. Included with the recommendation for termination of the other eight projects was the rationale used by the committee in making the recommendation on each individual project.

The final recommendations of February 4 caused a great deal of turmoil. The staff of the Board of Education felt that it was technically impossible to terminate these programs in the middle of the year. The PFT was opposed

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to the terminations because they felt that it meant the termination of jobs. Elements in the community were also opposed to terminations. These people were mostly those who had children in the programs or who were in some other way involved in the programs. In the face of all this opposition, the committee members decided to allow the school district to continue these projects through the 1973/74 school year without mid-year interruptions based upon the promises that many of these programs would be eliminated at the end of the school year. It was made clear by the committee that though this respite had been granted the 1974/75 school year would produce major changes in the school district's Title I programs.

While the compromise was being worked out for the recommendations which were to become effective February 28, the committee was already turning its attention to planning for the 1974/75 school year. Starting January 29, 1973 expert consultants were called in from the Educational Testing Service (ETS), Teachers College, Columbia University and Temple University. These consultants were asked to make on-site visitations to the Philadelphia Title I projects. Following these site visitations the consultants were asked to make judgments upon the project's status vis-a-vis a certain set of criteria set forth by the committee and Judge Lord's decision. Briefly, this set of criteria consists of: (1) in pre-school and kindergarten projects, the overriding importance of the attainment of readiness for formal cognitive and social skills training; (2) in projects for those of elementary ages, the attainment of basic skills; (3) in projects for later elementary ages (grades 5-7), the attainment of basic skills by those who have not achieved mastery in this area through special classes, etc.; (4) in projects for later junior high and high school ages, emphasis upon the fulfillment of those aspects which individual diagnosis deems deficient; and (5) compliance with the Title I requirements of comparability, supplanting, concentration and evaluation. The consultants were further asked how the projects they observed could be modified to comply with these criteria or if they could not be modified, whether they should be continued at all. By making use of these consultants, the committee members hoped to provide further data upon which recommendations for the Title I program for 1974/75 could be based.

A group of consultants (specialists in reading) was brought in after March 15 by the committee to evaluate the four reading programs in operation during the 1973/74 school year. These same consultants also evaluated the reading programs which Philadelphia proposed for the 1974-75 school year in response to recommendations made by the reading consultants and supported by the committee.

Planning for the 1974/75 school year was centered in two major areas: (1) review of the Philadelphia school district's evaluation plans, and (2) the actual planning of Title I programs for 1974/75. The committee started off this procedure by issuing its February 19 memo outlining the needs, guidelines and priorities of eligible Title I children which it had established in November.

A meeting was held on February 26 and 27 between the Board of Education staff and the committee members. At this meeting priorities were established for program planning. Those areas which those at the meeting decided deserved the most attention were (1) pre-school and follow-through; (2) basic skills and cognitive competence (reading, math, and bi-lingual program; (3) affective development; (4) alternative to traditional schooling;

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(5) management, supervision and quality control of service delivery; and (6) community and parent participation. It was decided that two-thirds of the appropriated Title I funds should go to programs meeting these priorities while one-third would be directed to those programs with less emphasis on priority goals. Several guidelines for program planning were also developed in these meetings. These guidelines suggested (1) greater and clearer specifications of program elements; (2) more attention to quality control; (3) greater concentration of resources; and (4) improved administrative management, monitoring and supervision.

With the results of the February 26 and 27 meetings, specifically the revised priorities, the committee's own needs statement and ratings of projects derived from the regular consultant's recommendations and deliberations by committee members, the committee drew up a first draft document of program recommendations and ratings (on an A, B, C scale) for the 1974/75 school year. This first draft was discussed with the WRO, the PAC, the PFT, the community legal service, the Board of Education staff, and the school supervisors at meetings the major one of which was held March 7. Out of these meetings and with the reading consultants' input emerged a final draft of the committee's tentative recommendations which was submitted to the concerned parties in letter form on April 25, 1974. This letter outlined the committee's list of priorities and six programs which the members believed would best address themselves to these priorities and the needs of Title I children. The thirty-six existing Title I projects in the Philadelphia School System were reviewed and rated. Those projects receiving an "A" rating were recommended to be funded if there were Title I funds remaining after funding of the five program priorities was met. Those given a "B" rating were conditionally approved but required modification, and those given a "C" rating were to be eliminated at the end of the 1973/74 school year.

Concurrently with the developments which resulted in the April 25th letter, the committee members worked with the Board of Education's evaluation staff which had been developing a document (Title I Evaluation Procedure 1974/75) outlining its evaluation procedure for the 1974/75 school year. This document was submitted to the committee as well as to three consultants who are specialists in evaluation research. At a meeting on April 26, 1974, the Board of Education's plan for evaluation was endorsed by the committee as providing an adequate basis for the evaluation of the recommended elements of the 1974/75 Philadelphia Title I program.

With the evaluation procedure for the 1974/75 school year resolved, the committee once again turned its attention to program planning for 1974/75. The committee asked the Board of Education to submit a preliminary plan to meet the recommendations of April 25. The plan submitted by the Board was unacceptable to the committee. The school district staff on its part vigorously opposed the recommendations made by the committee in its April 25 letter. Their position was strongly stated in a letter submitted to the committee on May 14 by Superintendent Costanzo. In response, the committee met with Dr. Costanzo privately to review the ground rules under which the two groups were operating prior to another meeting at which the recommendations of the committee were discussed. At this meeting it was agreed that the Board of Education staff and the Committee members would

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continue to try to reconcile their differences, rather than move into an adversarial relationship. The committee once again met with all the interested groups, the WRO, the PFT, and the PAC to get their reactions to the tentative recommendations. These reactions were incorporated into the evolving recommendations. Further discussions between the school district and members of the committee produced several compromises. Recommendations for the termination of some projects were changed to allow for phasing out of these programs over the next school year. A new plan was constructed which would fully fund the six programs with highest priority along with all those projects given an "A" rating. Those projects with a "B" rating received 25% less funds, and those rated "C" 50% less funds. This plan was incorporated into the final recommendations of the committee. These recommendations were discussed with the various interested parties and further modified to meet additional specific concerns. However, the strongly stated preference by the WOR for detailed and specific numbers and deadlines were not incorporated into the recommendations, in order to provide the Board of Education some room for administrative discretion. On June 28, these recommendations were communicated to the Philadelphia Board of Education, the Pennsylvania State Department of Education, the Welfare Rights Organization and the Parents Advisory Council as the Philadelphia, Pennsylvania Title I Evaluation and Review Committee's final recommendations for the school year 1974/75.

At a special meeting of the School District of Philadelphia Board of Education held on July 15, 1974, the decision was made to appeal the

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recommendations of the Title I Review and Evaluation Committee for the following projects:

1. Comprehensive Reading Project
2. Follow Through Project - The focus of this appeal is that the Board of Education will not commit itself to an amount of $2,620,000 to be used to expand the existing Follow Through Program in the School District of Philadelphia.
3. Benchmark Project - The focus of this appeal is that the Board of Education will not commit itself to an amount of $1,230,300 for the introduction of this newly developed program.

After requesting and receiving approval for more time in which to consider the appeal, on August 2, 1974, Dr. Drachler rendered a decision which upheld the recommendations of the Review Committee with one exception. His decision restored to full funding one program (Motivation Component A). That Arbitration Opinion follows.

II. DR. NORMAN DRACHLER'S ARBITRATION OPINION

August 2, 1974

OPINION

On the Appeal of the School District of Philadelphia
Pertaining to Recommendations of Title I,
Evaluation and Review Commitee for 1974-75.

TO: The Board of Education, School District of
Philadelphia

FROM: Norman Drachler, Arbitrator

The basis for this Appeal is the Stipulation agreement made in the UNITED STATES DISTRICT COURT FOR THE EASTERN DISTRICT OF PENNSYLVANIA. This Stipulation states in Section 10:

> The Committee is authorized, by June 30, 1974...:
>
> (a) to consult with and advise the School District including the PAC, the Department, and the Plaintiffs, near or at the close of the regular school year, on the preparation and content of the Title I Application of the School District for 1974-75 in accord with 4(b), 4(c), 5(b), 6(b), 7(b), 8(c) _supra_., applicable Federal statutes, regulations and guidelines and this Court's Opinion of August 9, 1973: (and)
>
> (b) upon consultation with the School District including the PAC, the Department and the Plaintiffs (to) direct the elimination of educational projects which have not, in substantial part, achieved their objectives in 1973-74.

Section 13 of the above Stipulation enables the School District to appeal the Committee's recommendations to the Court-appointed arbitrator whose decision, in accordance with the Stipulation, shall be final.

It is the arbitrator's responsibility to intervene only if the School District of Philadelphia appeals any of the final recommendations made by the Committee. As he views his role, it is not to restructure the Title I program in the School District of Philadelphia but to respond to the issues of disagreement between the Title I Evaluation and Review Committee and the School District. The arbitrator sees Title I as a major source of funds made available to a school district to effect change and to improve the system.

The arbitrator has followed the proceedings of the Committee since its appointment. He has reviewed the minutes, correspondence, and preliminary reports that were presented by the various parties since August 9, 1973. He has also reviewed the Final Recommendations made by the Title I Evaluation and Review Committee and the Appeals submitted by the School District of Philadelphia.

It is the opinion of the arbitrator that:

1. The Title I Evaluation and Review Committee has carried out its responsibilities in keeping with the Stipulation.

   a. It has conferred with the parties listed in the Stipulation.

   b. It has been flexible in determining its recommendations.

   c. It has shared its views with the above parties prior to submitting its final recommendations, and in conformance with the Court-approved Stipulation.

2. The arbitrator concurs with the Committee on the six (6) categories that should guide planning for Title I programs for Philadelphia as listed on page one (1) of its Recommendations of June 28, 1974. He also endorses the Committee's opinion on page two (2) that "the highest priority should be given to mastery of basic communicative skills."

3. Appeal Statement - Comprehensive Reading Project

   a. In response to concerns raised in the Appeal regarding the scope of the Committee's recommendations, it is the view of the arbitrator that the Committee's and the arbitrator's purview relate only to Title I programs.

b. The arbitrator endorses the recommendation of the Committee that a Title I Reading Director be appointed by the School District of Philadelphia for the reasons stated by the Committee on page three (3) of its June 28th Report. This recommendation comes within the scope of Section 10(b) of the Stipulation, wherein the Committee is granted authority to "direct changes or modifications...." Reading accounts for such a large portion of Title I funds that its coordination seems desirable and reasonable. The Committee's recommendation that the Title I Reading Director's "position must be close enough to the Office of the Superintendent to ensure that the appointee is able to negotiate from a position of strength," is sound and need not create administrative and instructional problems or segregate Title I from the School

District's curriculum division. It is assumed by the arbitrator that, under the leadership of the Superintendent, the newly-designated Title I Reading Director will perform his responsibilities in harmony with the educational philosophy of the School District. All divisions remain responsible to the Superintendent of Schools.

c. The arbitrator shares the concerns expressed by the School District in item #3 of its "Appeal Statement - Comprehensive Reading Project," page one (1). The School District points out that to fulfill the objectives requested by the Committee would require an additional $6,000,000 for the secondary level. The arbitrator recommends that the School District and the Bureau of Special and Compensatory Education of the State Department of Education jointly review the existing Reading Programs at the secondary level and determine which existing

Reading Programs with some modifications can fulfill the objectives of the Committee.

d. Item #4 of the aforementioned "Appeal Statement - Comprehensive Reading Project" expressed deep concern with the recommendation of the Committee that reading teachers devote at "least 50% of their professional time working with small groups or individual pupils for diagnostic or instructional purposes." (Item "e" of the Committee's Report.) The arbitrator recognizes the concerns expressed in the Appeal Statement. However, he also is aware that often specialists become too enmeshed with administrative details that tend to diminish their effectiveness. The recommendation is for one year and is supported by the arbitrator.

4. After reviewing the various materials pertaining to the Motivation Project, the arbitrator recommends the restoration of full funding to this project with the following modifications:

a. that since the program operates on a selective basis, the target population be extended to include those students in the lower 50th percentile of the School District's population, and

b. that the recommendations for improving the program as stated by the Motivation Project Consultant be implemented.

5. The arbitrator has reviewed all materials submitted in the Appeal made by the School District. Unless specifically modified above, all recommendations made by the Committee are supported.

The arbitrator is cognizant of the first observation made in the Rand Corporation study, How Effective is Schooling? -- prepared for the President's Commission on School Finance -- which states that: "Research has not identified a variant of the existing system that is consistently related to students' educational outcomes." This dilemma faces each of us. The members of the Committee and the authors of each Appeal are obviously attempting to present the most effective programs to achieve the objectives of Title I. The educational profession still lacks measuring instruments to reach definitive conclusions about the effectiveness of each program. This is a national concern and does not apply to only one school district. Judgments are, therefore, based on observation, interviews, review of data, experience and subjective views. The arbitrator's findings are similarly limited. The experience of the past year has enabled the School District of Philadelphia to gain the insights of three distinguished educators whose recommendations will, in the opinion of the arbitrator, enhance and strengthen the school program.

Norman Drachler

Norman Drachler, Arbitrator

August 2, 1974

III. EVALUATION OF PHILADELPHIA SCHOOL DISTRICT TITLE I PROJECTS AND PROGRAMS

III. Evaluation of Philadelphia School District Title I Projects and Programs

Introduction

As an introduction to the material descriptive of the Committee's efforts at making evaluative judgments concerning the status and quality of the Philadelphia 1973/74 Title I Program activities, the committee is utilizing an essay by one of its members. This essay "Compensatory Education: Evaluation in Perspective" calls attention to some of the limitations of the many efforts at evaluating compensatory education. Since these problems apply to the Philadelphia programs as well as to programs in cities across the country, it is well to be reminded that we are dealing in the application of inexact scientific techniques and that findings can not be definitive at this time, if ever.

Compensatory Education: Evaluation in Perspective

Edmund W. Gordon

In the mid 1960's the federal government began its large-scale intervention in the development and education of poor children. At the time, a preeminent educational research scientist - one of the most distinguished in the nation - reportedly declined to participate in an evaluation of the government's premier effort. Further clarification of activities and aspirations was necessary, this scholar contended, before criteria could be set and evaluation could occur. His pessimistic view did not deter an army of able, as well as not so able, investigators from rushing to evaluate the impact of Head Start and other programs of compensatory education. This is not to condemn them for their courage, or perhaps even their opportunism or recklessness. The author of this article marched along in the front ranks and even barked out a few of the orders for what proved to be rather futile skirmishes. However, it appears that the pessimistic prophet was by no means wrong - simply unheeded.

During the past five years, more than $10 billion has been invested in the education of poor and minority group members and at least $75 million has been spent on evaluations and special research projects. Despite this enormous expenditure, we are still not able to make definite statements concerning the value of concerning the value of compensatory education. Even those of us who have been the most enthusiastic advocates of the need for such efforts have to concede that evidence of the value of our efforts is modest, if it exists at all. Some critics are far more harsh in their condemnation of the endeavor. A few have predictably asserted that compensatory education has not worked because it was practiced on a population which is genetically inferior and, hence, incapable of adequate response.

The sparsity of evidence in support of compensatory education may have little to do with its value. Some studies indicate that considerable slippage occurs between the designation of a program as compensatory and the actual implementation of compensating elements in a child's education. As in the case of ethnic integration in public schools, it may be incorrect to conclude that the programs have not worked when in most instances they have not been tried. Yet, it is probably correct that some compensatory education is not very effective. The traditional use of drill and repetition in remedial education is not likely to improve achievement for disadvantaged children. Similarly, increasing guidance contacts from one or two or three per year or even providing more intensive personal counseling as a solitary treatment seems to make little difference. Reducing class size withoug changing what teachers do seems unimportant and similarly, modest increments in available materials have hardly brought about radical improvements. But these and other observations are impressions, partially supported by data, but generally inconclusive. There are few intensive, qualitative and systematic evaluations of compensatory education. Hard data are needed; solid research studies are required as a basis for policy decisions. We have instead an abundance of indefinite, conflicting and confusing studies. The value of compensatory education may be obfuscated, in part, because the practice of evaluative educational research is poor.

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The weaknesses in the application of evaluative research to compensatory education partially stem from the complex political and economic circumstances under which these programs were initiated and developed. From their inception, programs involved large expenditures - often made for other than purely experimental educational reasons. Foundations, local and federal governments channeled more than $10 billion into the education of poor and minority group children. Some of the foundation efforts unfortunately seemed also to reflect a desire to establish organizational leadership, a domain of action, or a model that succeeded the work of the foundations were subject to a different set of pressures, mainly political concerns. Federal programs were in part responses to the rising demand for a social revolution, for the improvement of human rights, and for the increased development of underprivileged populations. For a while, it seemed more important, politically to act, to be identified with the efforts to do something, than to act wisely. There was little time for planning. With large sums of money being spent, and with political objectives clearly the motive, "pork barreling" and politically determined distribution of funds naturally developed. To maintain some semblance of responsible government, the executive branch began to press for evaluation data - to prove favored programs successful and to provide the basis for reducing or eliminating unpopular activities. Initially the legislature was not greatly concerned with evaluation. Rather, the executive branch initiated the evaluation of the impact of compensatory education.

In this context, it is easy to see that large expenditures hastily appropriated for new programs, political pressures for change and a piece of the action, and the demand for immediate proof of impact have complicated the evaluation of the effectiveness of these programs. Evans (Office of Education) and Schiller (Office of Economic Opportunity) discuss the pressures they were under while designing and implementing Head Start:

> Unfortunately, the political process is not orderly, scheduled, or rational. Crests of public and congressional support for social action programs often swell quickly and with little anticipation. Once legislation is enacted, the pressure on administrators for swift program implementation are intense. In these circumstances - which are the rule rather than the exception - pleas that the program should be implemented carefully, along the lines of a true experiment with random assignment of subjects so that we can confidently evaluate the program's effectiveness, are bound to be ignored.

The results of such conditions were program and research designs based upon well intended but precipitous decisions. Often when evaluations were attempted after the fact, it was discovered that the original design had been inadequate.

In addition, as Caro observes, the clients of such programs can present a sensitive and difficult situation for the evaluative research. He continues:

> Even though evaluative researchers may firmly believe that their efforts contribute ultimately to the cause of the poor, minority activists may confront them with great hostility . . . Preoccupied with the immediate, tangible, dramatic, and personal, the minority activist is likely to be impatient with the evaluator's concern with the future abstract concepts, orderly procedures, and impersonal forces.

Quite apart from the problems related to the conditions under which programs were initiated and conducted are the problems of evaluative research in general. Here one often finds a low level of expertise and inadequately developed methods. The best educational research scientists often choose to work with basic problems in areas such as child development, learning, linguistics, rather than with evaluative research. Evaluative and field research have only recently gained in respect and demand among educators and the public. Consequently, high demand has been suddenly created in a field with insufficient expertise. Although many good research scientists were drawn into evaluation, they could not readily transfer their research competence to the new situation. Indeed, evaluative and field research may have been more difficult for them than for some less experienced investigators.

In the conduct of evaluative research, one can distinguish three approaches or three levels of concern. The first attempts to discover whether or not a particular intervention program is effective: Are developmental and learning processes accelerated following the application of a particular teaching method, curriculum, etc.? The second level of concern is comparative: Is the particular intervention more effective than other known methods? The third level is explanatory: What is the nature of the relationship between specific intervention methods and specific associated changes in behavior? Most evaluative research has been directed at the first two levels of concern. The third level, however, is the most important. By answering questions on this level, one can establish a rational basis for action and begin to specify treatments in relation to known characteristics of the children to be served. At the third level the distinction between basic research and evaluative research collapses. The questions posed demand a quality of design which is appropriate to basic research but which can also serve the purposes of evaluation. Unfortunately, evaluative research of this quality has seldom been applied to compensatory education.

All of these approaches are made more complex by technical operational problems. The more compensatory education programs approach laboratory experimental conditions, the more one can discover what, how and why certain educational treatments alter educational underdevelopment. Yet, numerous obstacles stand in the way of establishing the necessary degree of precision and control in isolating variables and discovering the effectiveness of specific treatments.

One such obstacle involves difficulties in the utilization of an adequate method for selecting subjects. As Campbell and Erlebacher point out, "experimental" subjects are often not selected on a random basis. While the "control" group is selected to closely match the experimental group according to various indices, the control group is too often different from the experimental group in crucial aspects, however small a degree. Without random selection of subjects, the results of a program may reflect differences in the development of two populations - differences which are unrelated to the experimental treatment in question. In addition, matching procedures may produce regression artifacts. As for analysis of covariance and partial correlation, such biases may occur both where pretest scores are available and in after-the-fact studies. Campbell and Erlebacher propose true experiments in which randomization of subjects will avoid difficulties that previous quasi-experimental designs have encountered. However, parental objections, coupled with political pressures, have made large-scale application of random assignment of subjects impossible. Controlled comparative studies of this sort are often resisted by communities who will not accept arbitrary selection of subjects for experimentation when everyone wants the benefit of special treatment.

Another difficulty in establishing comparable experimental and control groups can be attributed to the influence of what has been called the radiation effect. Even if the two groups are initially "comparable," the effect of experimentation on the experimental subjects is radiated onto their families, siblings and eventually onto the control subjects if there is any contact, direct or indirect, between these several groups. Susan Grey (1966) reported the confounding impact of preschool on the experimental children's families and even on other members of the community in which they lived. Reporting on the Early Training Project, Grey found that at the end of each school year the controls caught up to the gains made during the summer by the experimental group. However, another control group in a town 60 miles away did not show such gains. In addition, untreated younger brothers and sisters of experimental subjects were observed to make unusual progress, no doubt as a result of the influence of the program on their parents or siblings (Kohlberg, 1966). Obviously, control subjects should be selected in a manner such that they can in no way be affected by the experimental treatment. However, this condition is increasingly difficult to maintain in large-scale field studies and demonstration projects.

In addition, investigators have discovered other effects that are associated with an intervention program - efforts which again are not direct results of the treatment itself. Rosenthal reported that a teacher's expectations can have an important influence on the performance of students. Shephard reported a similar experience in the early stages of his work in St. Louis. Where the teacher's expectation of the

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child's performance is high, the child is likely to show high achievement. Where expectations are low, achievement tends to be low. Consequently, in any compensatory education program, the expectations of the subjects' teachers may influence their subsequent performance. The Hawthorne effect, in which the mere fact of experimentation or altered learning conditions may cause a temporary change in performance, unrelated to the specific intervention method applied, can also color the results. In the evaluation of compensatory education, such interferences have not been identified or controlled for; hence the real consequences of the various treatments cannot be determined from these studies.

There are still more problems referrable to evaluative research design which confuse, distort or limit the initial data as well as subsequent findings. Most evaluations of compensatory education studies depend excessively on static variables and quantitative measures to the neglect of the process variables and the qualitative analysis of behavior, circumstances and conditions. This dependence on quantitative measures of status to the neglect of qualitative study of process not only opens these works to questions related to the validity of the measurement instruments; it also ignores the growing appreciation of situational and transcational factors as determinants of function. Compensatory education programs under study include and affect a wide variety of independent and dependent variables which are insufficiently accounted for in the more narrowly designed evaluation studies that have dominated the field to date.

This rather static approach to assessment has led investigators to view pupil characteristics which differ from some presumed norm as negative, as well as to consider any correlation between these negative characteristics and learning dysfunction as supoort for a deficits theory of intervention. In practice this has meant that researchers see all differences between the target populations and the standard group as deficits to be overcome rather than characteristics to be utilized and developed.

Relationships between stereotypical and fairly static input and output variables (usually isolated in pairs) are investigated; no attention is paid to the complex dialectic relationships between patterns of dependent variables and patterns of independent variables, many of which may be idiosyncratic to individuals and situations. These inadequate attempts at the assessment and treatment of pupil characteristics are often accompanied by an even less adequate appraisal of program variables. In practically all of the so-called national impact studies and most of the evaluation of specific programs little or no attention is paid to the fact that intervention treatment is uneven and control of that treatment almost nonexistent. When national impact data are pooled we could easily have results which show no effect, if the effect of specified programs with positive impact is cancelled out by other programs with no positive effect. Even more serious is the apparent disregard of our growing conviction that individual pupils respond differentially to treatments. When mean changes in status are used as the indices to outcome, again we may have negative responders cancelling positive responders to indicate no effect-even though the treatment may be highly effective for specific individuals under specific circumstances.

Several possible explanations have been advanced to illustrate how these confusing data can be interpreted to demonstrate the programs' ineffectiveness. The most extreme is the theory that the subjects involved are simply genetically inferior and not able to be brought up to hoped-for standards. Those who have attempted to advance such hypotheses have been blasted from all sides for the extremely questionable nature of their scientific "support," as well, of course, as for the dubious social value of advancing such theories at this point in the society's development, when they cannot be adequately proven.

However, whatever the range of possible interpretations of apparently discouraging data, what cannot be ignored is that far too many children from economically or ethnically disadvantaged groups are failing to master the traditional learning tasks of schooling. The problem is not only tragic, but staggeringly complex. Perhaps the most important response to the discouraging data presented by many evaluation reports, after allowing for many of the research problems already discussed, is a rigorous examination of the suitability of what is actually taking place in the schools.

Public schools as social institutions have never had to assume res;onsibility for their failures. Only recently have observers begun to view and describe objectively some of the horrors that are perpetrated in the name of public education. We must come to grips with the problem of the utterly stultifying atmosphere of many classrooms, with the way in which rote learning and repetition discourage real learning; and we must also realize that discipline for discipline's sake serves the purpose of creating artificial order, but at the same time produces dull automatons instead of eager students, or turns the inmates of public schools against education, to their lifelong detriment.

Even where extraordinary programs of compensatory education have brought about some beneficial results, larger social factors may negate these results in the long run. Outside the classroom, disadvantaged children confront a society that is hostile to their healthy development. Learning in structured situations may be irrelevant in the context of their life outside the school. There is some evidence to suggest that ethnic, economic, or social integration does have beneficial effects on children whose background results in such school problems. Achievement levels have been shown to rise after desegregation in many schools, although the exact interplay of reactions leading to this result has not been conclusively determined. For example, improved teacher morale or other improved conditions brought about by the process of desegregation may result in an overall increase in the quality of education throughout the system. Other evidence points to the conclusion that integration on a social status group basis has beneficial effects for disadvantaged children when the majority of their peers in the school are from higher status groups. Even these results, however, are not sufficiently conclusive to provide a legitimate basis for large-scale generalizations. The problem is further complicated by the new renaissance in cultural nationalism among ethnic minorities, a movement which affects any assumptions to be made about ethnic integration and education. In a society which has alternately pushed ethnic separation or ethnic amalgamation and which has never truly accepted cultural and ethnic pluralism, blacks, chicanos, Puerto Ricans, and native Americans are insisting that the traditional public school is guilty not only of intellectual and social but also of cultural genocide for their children. There are class and caste conflicts to which insufficient attention has been given in the organization and delivery of educational services. If cultural and ethnic identification are important components of the learning experience, to ignore or demean them is poor education, at best. Even if these factors are sufficiently taken into account in the school, we are far from any guarantees that the society will honor such values outside the classroom.

It is not at all clear that intensive, short-term in-school treatment can counter the negative, external forces working upon disadvantaged populations.

The schools face a difficult challenge if they a[illegible] to make learning an exciting and stimulating experience, relevant and effective, for all their students from all cultural and social backgrounds. However, even meeting these criteria will not be enough. Educators still face the problem of matching the developmental patterns, learning styles and temperamental traits of individual learners to the educational experiences to which they are exposed. Many researchers have concentrated on differences in level of intellectual function, a concern reflected in the heavy emphasis on intelligence testing and the placement, even "tracking," of pupils based on these tests. This tradition has emphasized quantitative measurement, classification, and prediction to the neglect of qualitative measurement, description and prescription. These latter processes are clearly essential to the effective teaching of children who come to the schools with characteristics different from those of both their teachers and the other children to whom most teachers are accustomed. Research data indicate wide variations in patterns of intellectual and social function across and within sub-populations. Variations in function within privileged groups may be less important because of a variety of environmental factors which support adequate development and learning; however, among disadvantaged populations - where traditional forms of environmental support may be absent - attention to differential learning patterns may be crucial to adequate development. Understanding the role of one set of behaviors as facilitators of more comprehensive behaviors is at the heart of differential analysis of learner characteristics and differential design of learning experiences. Schooling for disadvantaged children -

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indeed, for all children in our schools - comes nowhere near meeting these implied criteria. Assessment technology has not seriously engaged the problem. Curriculum specialists are just beginning to face the task, in some of their work in individually prescribed learning.

The problems of social disadvantage in the society at large, and the failure of the schools to mold their practices to cultural differences and individual learning styles are not the only obstacles to successful compensatory education. Social disadvantagement gives rise to a variety of harmful health and nutritional problem which militate against healthy development and adequate utilization of educational opportunities. It is becoming increasingly recognized that low income results in poor health care and frequent malnutrition; these disadvantages are related to high risks for the pregnant mother and fetus, and for the child after birth, in terms of mortality or maldevelopment. Poor health conditions may result in either a direct impairment of the nervous system or an indirect interference with the learning process by a low level of energy or high level of distractibility. Such health-related conditions probably have a crucial effect on school and general social adjustment. It has now been shown that impaired health or organic dysfunction can influence school attendance, learning efficiency, developmental rate as well as personality development. Clearly, adequacy of health status and adequacy of health care in our society are influenced by adequacy of income. Thus poverty results in a number of conditions directly referrable to school success and to development in general.

Despite the many problems in the design, implementation and evaluation of compensatory education programs and the equivocal status of much of the evaluation effort, we are nonetheless constantly called upon to

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make judgments and policy decisions based upon the experiences so far. There are useful insights to be drawn from these experiences:

1. The search for the best of the generic treatment is clearly a futile search. Problems of human development and learning are so complex and conditions of life so varied that the chances of finding a curriculum which is universally superior are quite modest. In well designed and conducted studies comparing different approaches to early childhood education, differences in curriculum orientation seemed less important than the following factors: systematic planning, clear objectives, intensity of treatment, attention to individual needs and learning patterns, opportunities for individual and small group interaction support in the home environment for the learning experiences provided at school and the presence of personnel committed to the pedagogical procedures prescribed. It seems that as these conditions are approached, no matter what the content or method, personal development and content mastery are advanced. Hard data in support of these conclusions are scarce since few studies have been designed to be particularly sensitive to this constellation of variables. Nonetheless logical and impressionistic evidence mounts in support of the validity of these observations.
2. Although the concept of individual differences has been with us for a long time, individualization is underrepresented in programs of treatment and evaluation of programs. Confusing interpretation of evaluation data may occur because of this

neglect and the counter-tendency to generalize too freely. In a few longitudinal studies where impact on individuals (or on youngsters identified as having been exposed to known treatments over time) has been investigated,emerging achievement patterns are encouraging. There appear to be insufficient studies of highly sophisticated programs of individually prescribed learning experiences to draw definitive conclusions. Yet some of the more generalized individually prescribed instructional programs do seem to be widening the range of achievement among pupils so exposed. These generalized IPI programs are probably not the answer even though they represent an advance in educational technology. The true matching of pace, content and conditions of learning to the specific characteristics of each learner is not yet a part of even our highly experimental work. Insufficient progress in the qualitative analysis of learning behavior may be partially responsible for this situation. Such analysis is clearly prerequisite to any serious effort at achieving sophistication in the individualization of instruction and learning.

3. The absence of broader representation and utilization of the social sciences in the evaluation of compensatory education has contributed to the neglect of social psychological, social and political factors in these programs. Yet as important as the strictly pedagogical problems are, the politics of education

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> delivery systems, the social psychology and political economy of education and the sociology of knowledge and learning share the stage with pedagogy in accounting for the success or failure of compensatory education. Whether we are considering the role of pupils in directing their own learning or the roles of parents and community in directing school policy, the influence of involvement, participation, commitment and values is so critical as to render much of our evaluation and our treatment useless unless we give these factors greater consideration. In the very inadequate studies of several informal schooling situations (storefront academies and the adult education programs of groups like the Black Panthers, Black Muslims, Young Lords, etc.) the blending of control, participation, politics, values and demonstrated change in opportunity structure begin to appear as important factors in educational rehabilitation. Unfortunately, the research and evaluation data that we have are not sufficient to erect guidelines or to draw firm conclusions but again impression and logic suggest that we should look to these concerns in our programs and evaluation.

Federal regulations governing the use of Title I ESEA funds place a heavy emphasis on program evaluation and the use of "hard data" to make judgments concerning program effectiveness. The plaintiffs in the court action which resulted in this committee's activities and report also give considerable emphasis to "hard data" based evaluations. Early in the work of this committee it was agreed that the application of traditional quantitatively based evaluation technology to the problems of compensatory education has not resulted in sufficiently definitive results to justify its exclusive use in policy decisions. It was also agreed that the circumstances under which much of the Philadelphia Title I evaluation data were collected were such as to make heavy reliance on those data additionally inappropriate. In the light of these problems and to supplement such data as were available the committee turned to documentation and analysis strategies based on field studies by consultants. It is from the synthesis of findings and insights from these combined sources that the considered judgments of the committee were arrived at. The results of these several efforts are summarized in the pages which follow.

Program and Project Evaluations

The programs and projects evaluated were as follows:

- Action Project
- Affective Education Project
- Afro-American Studies
- Alternative Programs Project
- Art Specialist Teachers
- Bilingual Education Project
- Classroom Aides Project
- College Placement Project
- Communications Experiences Project
- Comprehensive Mathematics Project
- Comprehensive Reading Project(s)
- Computer-Assisted Instruction
- Counseling Services
- Counselor Aides Project
- Creative Dramatics
- Cultural Experience
- Education in World Affairs
- English as a Second Language
- English as a Second Language-Readiness
- Enrichment Activities for the Deaf and Hard of Hearing
- Follow Through (ESEA Title I Component)
- Instructional Management Project
- Intensive Learning Center Project
- Itinerant Hearing Service
- Kindergarten Aides and Supervisors Project
- Learning Centers Project - Mathematics
- Motivation (Component "A")
- Multi-Media Center Project
- Music Specialists Teachers Project
- Out of Schools Sequence and Science Experiences Project
- Parent School Aides Project
- Pennsylvania Advancement School
- School-Community Coordinator
- Speech and Hearing
- Speech Therapy Clinics Project
- Walnut Center

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Action Project

Administrator: Rebecca Segal
Operating Years: 1972-74
Grades Served: 7-12
No. of Pupils: 24,115
No. of Schools: 16
No. of Employees: No additional staff required; personnel expenses incurred for extracurricular services.
Current Budget: 240,000

I. Purposes and Procedures

A. Given the students' failure to master basic skills in reading and mathematics, the Action Project concentrates on their development by supplementing the teachers' efforts in these areas. The thrust of the program is to provide academic enrichment with specific focus on Mathematics enrichment, English-Language Arts and Cultural enrichment.

B. Selected groups of educationally deprived students in each of the 16 schools will be designated by the principal and his staff to be the recipients of the special Action basic skills techniques.

a. Mathematics Projects:

1) The Mathematics Division of the School District in conjunction with the Motivation Office will provide staff development for the math teachers in each of the participating schools. Staff development sessions will serve as motivating influences as well as retraining vehicles.

2) Parents will be employed as classroom aides.

3) A liaison person on part-time salary will coordinate the projects in the junior high target groups with their anticipated mathematics and vocational needs at the senior high level.

b. English-Language Arts Projects:

1) Special Language Arts projects will be developed to provide motivational activities for the stimulation of reading, writing, discussion, thinking and hearing skills. These activities may involve interdisciplinary areas such as scientific, historical and artistic areas. The central focus, however, will be basic skill building in language usage.

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2) Staff development in new approaches to skill building and motivation will be provided.

c. Cultural Activities

Cultural enrichment of the target groups within the 16 schools will be provided by the artistic organizations within and without the city; namely, theatre, opera, drama, museum, bus trips, ethnic experiences, etc.

1) All cultural activities will be in conjunction with the academic phase of the program.

2) Parents will be involved in the operation of the cultural activities.

II. Objectives and Evaluative Techniques

A. Students will increase language and mathematics skills at the rate of ½ month for each month of instruction. The California Achievement Test will be administered in September and again in May.

B. Students will participate in cultural activities which will be offered at an average rate of five per month. The evaluator will inspect records at each school. A summary will be compiled and presented in tabular form.

C. Action teachers will use a greater variety of techniques in the classroom than will non-Action teachers. Using an observational checklist the evaluator will record teacher behavior at each school. The results will be presented in tabular form.

III. Findings from Evaluations

A. School District of Philadelphia

1971-72 - Purchasing difficulties hampered the project in some schools. Although all schools successfully began the Mathematics component, several could not start the English component because of a lack of supplies. All schools took students to cultural events, and most schools followed the events with related classroom work.

1973-74 - (Preliminary findings) The three components are functioning as designed. Cultural events exceed the target number of five per month. According to Action leaders, teachers are using project materials in their classroom.

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Recommendation: There is a need for the establishment, in the near future, of concise guidelines for the identification and selection of students for their participation in the project.

B. Title I Consultant

1. The $15,000 given to each of the Project schools is being used in a "shot gun" approach in an attempt to service nearly the entire school.

    a. Target groups of students have not been identified.

    b. Most teachers in the Mathematics and English Departments are Action teachers.

    c. Any teacher who can justify a trip as either cultural or educational has access to Action funds.

2. There is no way that the Action Project, in its present form and application, can meet Title I criteria.

Recommendation:

1. A target population should be identified and serviced in each school.

2. A control group should be identified.

3. Evaluations should be conducted over a period of time.

4. Successful program components should be diffused and disseminated throughout the School District and where appropriate should be institutionalized in individual schools.

5. The budget for each school should be increased if an impact is to be made on a target group.

6. One person in each school should have overall fiscal and administrative responsibilities and should be held accountable for the results.

7. Project guidelines should be sufficiently flexible to meet both the needs of students and staff and the Title I criteria.

Affective Education Project

Administrator: Norman Newberg
Operating Years: 1968-74
Grades Served: K-12
No. of Pupils: 12,000
No. of Schools: 9
No. of Employees: Professional 11, Clerical 2
Current Budget: Regular $215,000, Summer $18,000, Total $233,000

I. Purposes and Procedures

A. At each grade level, pupils require training in problem solving technology and in collecting and organizing data. All children need controlled environments in which to ventilate feelings and to learn how to develop discipline in the expression of feelings. Each child at every age needs to develop a positive, realistic image of himself and needs to become aware of how his self image controls his ability to become a successful human being. Children also need to find conections between their concerns (especially those for their idenity, relationships with others, and control over their own lives) and the academic materials with which they are operating. Cognizant of these needs, the Affective Project is a multifacted one involving (a) teacher training and support, (b) organizational alternatives, (c) curriculum development, and (d) parent training.

B. Teachers are provided a comprehensive training program which includes an intensive weekend of training, weekly support meetings for additional training and work on shared problems, and numerous other workshops and training opportunities. Training includes the developmentof a variety of group techniques for making the classroom experiential and ways to organize content as process. During 1973-74 the Project focused specifically on the use of affective techniques to enhance the acquisition of basic skills, particularly reading. In-class support by the training staff is available to teachers as well as a variety of media equipment.

A number of curriculum materials and innovative organizational patterns have been developed by Project staff and teachers. Organizationally, the Project operates a School for Human Services, an annex to Bartram High School, for about 200 students. In-house programs are bing continued at both Bartram and Olney High Schools.

In order for school administrators to be informed about the Project and to enable them to provide the leadership necessary for attainment of Project objectives, monthly training meetings are available to principals, department heads, and other administrative and supervisory personnel.

A parent training program, designed to provide information about the Projects objectives and content as well as training for continuity in the home, is available to all Project Schools.

II. Objectives and Evaluative Techniques

A. Goals Related to Teacher/Student Development

Goal #1: Train teachers to diagnose student concerns, create and implement curricula that both appropriately address those concerns and relate to academic content.

Student Objectives

1. Students will develop greater cognitive problem-solving skills for handling their concerns as indicated by an increase in the number and diversity of alternatives they can generate regarding their concerns. Interviews will be used to measure the degree of attainment.

2. In structured affective activities or spontaneous discussions students will show an increase in the number of statements that indicate in the number and variety of feeling words used. The Affective Student Behavior Record (an observational tool) will be used to record concern statements and feeling words.

Teacher Objectives

1. Teachers will use daily at least two affective techniques to relate academic content to student concerns. The Affective Activity Record (an observational tool) will be used to record the techniques used.

2. Teachers will show that they recognize verbal and non-verbal indications of student concerns by generating classroom activities that allow students to express these feelings and concerns. The Affective Activity Record will be used to record the activities teachers design.

Goal #2: Develop strategies to create interdependence among faculties and in classrooms in order to help people in a school setting hear, appreciate and make creative use of similarities and differences among them (particularly age differences.)

Student Objectives

1. Students will demonstrate that they can identify, express and fulfill personal needs while working interdependently. The Affective Student Behavior Record will be used to record verbal expressions of personal needs and a student attitude survey will be used to determine how well these needs were met.

2. Students will show an increase in the variety of constructive roles they assume in group situations requiring interdependence. A National Training Laboratory Group Roles Observation Tool will be used to see whether students assume a greater variety of constructive group roles.

3. Students will acquire tutoring skills necessary to help fellow students as indicated by tutees'acquisition of basic skills and a positive attitude toward learning tasks. Iowa or Metropolitan Standardized Achievement Tests will be used to measure acquisition of basic skills. The Student Attitude Toward School Survey will be used to measre student attitudes.

Teacher Objectives

1. Teachers will demonstrate a variety of helping styles with students. The Affective Teacher Behavior Record will be used to record the variety of styles used.

2. Teachers will structure daily opportunities for pupils to learn interdependently as indicated by their classroom grouping arrangements and the design of tasks requiring interdependence. The Affective Teacher Behavior Record will be used to record grouping arrangements and the Affective Activity Record to record tasks requiring interdependence.

B. Goals Related to Organizational Development

Goal #3: To develop alternative structures and evaluate their effectiveness in implementing Affective Education approaches by:

1. Preparing theoretical and practical groundwork for establishing a transgenerational school in 1973-74.

2. Establishing and continuing support of examples of alternative structures in at least three elementary and five secondary schools.

Time lines for development of the above will be generated and, progress measured by comparing actual achievements with projected deadlines.

Goal #4: To train parents of target schools to use affective techniques for problem-solving, changing negative behavior and helping in order to create a more continuous learning experience for students.

In interviews, parents will be able to identify techniques of learning and report examples of using them appropriately with their own children at home.

III. Findings from Evaluations

A. School District of Philadelphia

1968-64 - Curricula in Affective Education were developed. Teachers indicated greater awareness and knowledge of "process" techniques and students seemed to have a better understanding of self.

1969-70 - Comparison between participants and nonparticipants revealed:

1. No real differences in attendance at Bartram High. At first, Olney High data appeared to indicate a higher rate of absenteeism for participants, but after a year in the program the trend reversed.
2. No clear-cut difference in disciplinary referrals.
3. Nonparticipants at Bartram and Olney exceeded participants in quantity of materials read.
4. Interviewers found participants more cooperative and open.

1970-71 - Evaluation conducted by Project staff indicated:

1. Participating teachers used a great variety of techniques and were open to trying new ideas.
2. Participating students demonstrated more positive attitudes toward teachers and viewed their classes quite differently than nonparticipants.
3. Both groups achieved at the same rate with respect to reading comprehension and knowledge of American History.

1971-72 - The Project staff administered questionnaires and survey devices to participating teachers and students which revealed the following:

1. Teachers were dealing with disciplinary matters more constructively.
2. Students felt that they had improved in scholastic achievement and were more positive toward school. They also indicated the human relationship/vocational awareness component was of value.

1972-73 - Results of observations and questionnaires indicated:

1. Elementary teachers valued and were using many affective techniques. Teachers varied pupil groupings to allow for diverse learning styles and for displaying behaviors indicating openness in expressing and acknowledging feelings as they influence learning.
2. At the junior high level no differences in attendance were reported, but fewer latenesses were recorded among participants.
3. Students at the School for Human Services reported that they felt better about themselves and their teachers, had more control over their learning, and were more skilled in developing interpersonal relationships. Statistically significant superiority in silent reading comprehension was found among participants and additionally, approximately 60% had higher English and Social Studies grades than in previous years.

1973-74 - (Preliminary Findings) Objectives have been revised and progress toward their attainment is being assessed. Progress related to pre-target teacher training short-term service, information dissemination, and program organization is reported on schedule.

B. Title I Consultant

1. The Project staff has increasingly refined its objectives and stated them with a high degree of specificity.
2. Despite the difficulties inherent in affective measurement, the staff can point to a great deal of internal and external data. These data have been used to improve performance.
3. The Project has demonstrated both affective and cognitive gains. This has been accomplished in the face of a number of constraints, one of which is the fairly widespread misconception that affective goals and cognitive goals are in someway in conflict or at the very least, are two separate entities.

Recommendation: AEP represents an effective and efficient use of public funds. It is providing services which would, otherwise, be nonexistent and should be continued in view of demonstrated affective and cognitive "pay-off."

Afro-American Studies

Administrator: William Green
Operating Years: 1972-74
No. of Pupils: 40,000 (Via staff development for 300 teachers and administrators)
No. of Schools: All schools receiving Title I funds are eligible
Six centers have been established:
Bishop Learning Center (Districts 1,4)
Drexel School (District 2)
Jackson School (District 3)
Dunbar School (District 5)
Freedman School of Humanities (District 6)
Horn School (District 7)
No. of Employees: Office of Research and Evaluation lists none. Title I proposal projected 5 part time teacher positions
Current Budget: Regular $6,000, Summer $13,000, Total $19,000

I. Purposes and Procedures

A. Children of Afro-American background need solid, specific information about their group's history and culture if they are to develop a sense of ethnic identity and pride in their heritage. Children of other ethnic groups need information which will engender respect for Black History and culture.

B. Resource centers housing curricular and media materials will be established in each School District. Conferences, workshops, and other staff development activities will be designed to provide teachers with the knowledge, skills, and insights necessary to aid them in overcoming deficiences which thwart their efforts in this curriculum area. Community members will be invited to participate in staff development sessions.

II. Objectives and Evaluative Techniques

A. To help students develop an appreciation of Afro-American History and culture. This will be accomplished by:

1. Providing teachers with instructional materials.

2. Preparing and distributing selected Afro-American studies materials for community use.

3. Establishing a centralized inter-communication system between the District Resource Center and the Central Office.

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4. Emphasizing the Black man in the reinterpretation of American History.

5. Involving teachers in the inquiry approach.

6. Training a selected group of teachers and administrators to serve as Afro-American resource personnel in their respective schools.

Measurement instruments are being developed in cooperation with the School District's Office of Research and Evaluation. The Observational Checklist will be used to monitor each of the Resource Centers, logs will be maintained and a selected sample of staff development participants will be observed to ascertain the extent to which objectives are being attained.

III. Findings from Evaluations

A. School District of Philadelphia

1972-73 - Resource Centers received materials and equipment. Their status ranged from inoperable to fully operational and in use.

1973-74 - (Preliminary findings)

1. Most teachers have never visited the Resource Centers and those who use Center materials do so via Pony Express.

2. Liaison teachers for each school and the District Center have been appointed in only one of the Centers.

3. Regular workshops were held once a week at one Center for interested persons, but not for liaison teachers as intended.

B. Title I Consultant(s)

1. The resources are excellent, but should be constantly supplemented.

2. The greatest need is in the area of staff development to assure that teachers throughout the system are exposed to the same information for development of the Afro-American Studies curriculum in a routine and consistent manner in every school.

3. The program is most effective in the lower grades where basic skills mastery is taught through use of materials that simultaneously affect cultural awareness and political socialization.

4. The program is popular with upper grade students, but since a large number of them have not mastered basic skills its relative importance at this level is less significant.

Recommendations:

1. Future expenditures for this program should be provided entirely from the operating budget of the Board of Education and no Title I monies should be supplied. This recommendation is based on the fact that (1) Title I monies are insignificant in proportion to the total budget required to operate the program; and (2) the program appears to have been so successfully integrated into the regular school program to suggest that it is already a successful model that the regular school budget should routinely totally support.

2. Program should be on an elective basis for upper graders.

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Alternative Programs Project

Administrator: Leonard Finkelstein
Operating Years: 1972-74
Grades Served: 7-12
No. of Pupils: 1,512
No. of Schools: 22 (25 programs)
No. of Employees: Professional 39, Paraprofessional 43, Clerical 3
Current Budget: $887,000

I. Purposes and Procedures

A. Students participating in the Alternative Project are, for a variety of reasons, not adapting to the regular school program. They are in need of (1) optional ways for completing their education, (2) a learning environment which provides a psychological milieu different from that of a more traditional setting, (3) a personalized instructional approach, and (4) attention to individual problems which directly or indirectly may be interfering with their desire and ability to learn.

B. These needs are taken into account by the 22 alternative programs, each unique in terms of target population, focus, organization and method.

Typically, they have modelled themselves after open classrooms, schools without walls, mini-schools, dropout centers, discipline crisis centers, schools within schools, schools for students with special problems (gifted learners, academic failures, disruptive pupils, pregnant students). Each program is a result of a planned, coordinated team effort and incorporates some or all of the following features:

1. Differs significantly from the regular school program.
2. Separate geographical identity while maintaining a functional relationship with home school.
3. Clearly defined student population and admissions procedures.
4. Demonstrates integration of normal facilities and available resources.
5. Demonstrates individualized instruction based on variable performance.
6. Strong program designs evidencing creative perceptions of learning and instruction.

7. Creative guidance and counseling approaches.

8. Career development programs enabling students to increase their awareness of career options.

9. Utilization of parents, community, and community agencies.

10. Re-entry mechanisms to the regular classroom, if applicable.

II. Objectives and Evaluative Techniques

1. To retain students who might otherwise relinquish an opportunity for formal education as evidenced by a retention rate equal to or in excess of 50% of the participating students throughout the duration of their high school experience.

   This will be assessed by comparative attendance records and retention rates in which the trends noted in 1972-73 are compared with 1973-74 and with each successive year of the pupils' school careers

2 To increase achievement levels .6 of a year or to maintain students' national percentile ranks.

   California Tests of Basic Skills will be utilized to measure pupil growth. Results will be compared with national norms.

3. To increase pupil satisfaction with school as measured by the Alternative Programs Student Questionnaire. Positive differences between participants and non-participants at the .25 level of significance will be evidence of attainment.

4. To foster positive attitudes of the students toward self, others, and learning as indicated by (1) a 50% improvement in attendance rates; (2) a 75% decrease in frequency of disciplinary referrals; (3) a 50% decrease in the number of subjects failed.

   Attitude assessment will be obtained by comparing attendance, achievement, and disciplinary referral records of students prior to their entry into the program with those at the end of the school year in the program. Teacher ratings may also employed.

5. To promote general satisfaction of teachers and parents with the program as measured by the Alternative Programs Teacher Questionnaire and the Alternative Programs Parent Questionnaire. 60% of the teachers and 75% of the parents will respond favorably.

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III. Findings from Evaluations

A. School District of Philadelphia

1972-73 - 1. In 20 of the 25 programs, 11 were implemented according to standards of their proposals.

2. Comparisons between implemented and non-implemented programs seemed to indicate that program success was related to its being self-contained within a school, being under the direct supervision of the school principal, solving specific problems, and using fairly standard equipment and/or materials.

1973-74 - No data. The Alternative Programs network encompassing 60 diverse programs (supported by Title I, III, and VIII and by General Funds) became the responsibility of the Office of Research and Evaluation during the 1973-74 school year. Staff energies went toward the development of appropriata data collecting instruments.

B. Title I Consultant

1. Program implementation generally close to program proposals.
2. Decreases in absences, disciplinary referrals, and the number of subjects failed.
3. Exceptionally high student and teacher morale is impressive considering the fact that most projects are designed for students who have experienced either academic difficulty or behavioral/emotional problems in the regular school program.
4. In some cases Alternative programs have provided a dumping ground for "difficult" teachers. In others, new or inexperienced teachers, critical to the well-being of the program, have been "bumped" for reasons of seniority.
5. Questions of violations of comparability and supplantation could arise in some cases.

Recommendations:

1. Continued Title I support--preferably expanded support.
2. Horizontal expansion to include more students and teachers in successful projects and vertical expansion to include more elementary schools.

3. More effective teacher placement procedures.
4. If violations of comparability and supplantation are established, compliance should be encouraged in ways that will not decrease the size nor impact of present programs.

Art Specialist Teachers

Administrator: Jack Bookbinder
Operating Years: 1966-74
Grades Served: 4-12
No. of Pupils: 27,500
No. of Schools: Pupils 79, Nonpublic 23, Total 102
No. of Employees: Professional 53, Clerical 1
Current Budget: Regular $665,000, Summer $11,000, Total $676,000

I. Purposes and Procedures

A. Students living in poverty areas frequently do not have experiences that will give them an understanding of art, nor do they have individual access to a variety of art materials and techniques which would enable them to develop performance skills. The project aims to give target-area children enjoyment as well as skill in art activities and to provide contact between the professional artist and the child.

B. Art Specialist Teachers (ASTs) are assigned to work with specific classes by principals of Title I Schools. They provide specialized art instruction in addition to instruction provided by the classroom teacher.

The Interdisciplinary Art Appreciation Course enables ASTs to present to each fourth, fifth and sixth grade one artist per week, covering approximately 40 artists per year. The text, provided by the Division of Art Education, helps the ASTs relate their activities to other curriculum areas.

Artists at Work is a program which brings live art and outstanding professionals to Title I schools.

Artist to Artist, in cooperation with the Philadelphia Art Alliance, will make it possible for children who are talented in art to meet in seminars with America's distinguished painters and sculptors for 15 two-hour sessions.

II. Objectives and Evaluative Techniques

1. To provide educationally deprived children with an Art program that is more intensive and concentrated than the regular art program by:

   a. Providing an additional 45 minutes per week of Art instruction.

   b. Providing ASTs with materials for an interdisciplinary art appreciation course.

2. To provide educationally deprived children in grades 4,5, and 6 with a graded and increasingly complex study of art so that they will learn to:

   a. Understnad the materials and techniques employed by artists.

   b. Appreciate theater arts and art history.

   c. Find outlets for leisure time.

   Systematic classroom observations, using the locally developed Observational Checklist, will be conducted to evaluate the nature and intensity of classroom art activities, the difference in the amount of instruction between Title I and non-Title I art classes, and the degree of utilization of art materials.

   Locally developed student and teacher questionnaires will be administered at the end of the year to provide supplementary information related to objectives.

III. Findings from Evaluations

A. School District of Philadelphia

1966-67 - Exposure to art and artists led to greater knowledge and more favorable attitudes toward art forms.

1967-68 - AST pupils received significantly higher ratings for stitchery and paint; non-AST pupils significantly higher ratings for painting.

1968-69 - AST pupils in grades 3 and 5 rated significantly higher on art samples on three dimensions of creative and imaginative expression, use of art materials, and knowledge and organization of line.

1969-70 - Art samples of AST pupils rated significantly higher over all grades and across variables 1) creativity; 2) knowledge of materials; 3) knowledge of color, form, texture except Grade 4 on variables 1 and 3 and Grade 5 on variable 3.

1970-71 - Quality of observed lessons high; quantity of exposure limited. In 76% of the classes the regular teacher was absent during presence of AST thus, eliminating potential for follow-up.

1971-72 - Thirty-seven observations revealed materials and equipment to be accessible and appropriate 94% of the time. Attendance averaged 90% and pupils' attitudes were rated satisfactory or better in 95% of the observations. Lessons tended to be isolated activities and the classroom teacher was present only 39% of the time.

1972-73 - Thirty-nine observations revealed an average attendance rate of 89% with students' attitudes rating satisfactory or better 87% of the time. Regular classroom teachers tended to be absent and ASTs only infrequently attended faculty meetings or were afforded time for staff development. Art instruction continued to be an isolated activity and the objective of development of art appreciation can be considered achieved only if one assumes that it is an assured by-product of art activity.

1973-74 - (Preliminary findings) Most classroom teachers were rarely present for the art lesson by the AST and reported that they rarely provided the expected additional 30 minutes per week of art instruction. There was no evidence of art appreciation instruction although the materials were available.

B. Title I Consultant

The consultant did not make specific reference to the AST project, but did offer the following recommendations:

1. More time for Art in the curriculum.

2. More money for materials.

3. An art room and art teacher in every school building.

Bilingual Education Project

Administrator: Charles McLaughlin
Operating Years: 1972-74
Grades Served: 1-12
No. of Pupils: 1,041
No. of Schools: 9
No. of Employees: Professional 13, Paraprofessional 4, Clerical 2
Budget: Regular $228,000, Summer 10,000, Total $238,000

I. Purposes and Procedures

A. The primary assumption of the Project is that retardation in achievement levels with respect to basic academic skills of the Spanish-speaking children in the ESEA, Title I target area schools can, generally, be attributed to a lack of development of language skills and specifically to a lack of development in language skills in English.

B. The Project consists of two distinct efforts:

1. A Center, staffed by four bilingual teachers, is established in an area central to the population to be served. Approximately 120 children are selected from the sending schools because of difficulty in performing in the regular classroom. The activities are those of the regular classroom except that, initially, instruction and materials are in Spanish. Spanish instruction is supplemented with increasingly concentrated instruction in English in order to enable each child to return to his regular classroom.

   The Center also functions as an after school training facility for teachers in the schools served by the Center.

2. Auxiliary Teacher

   An experienced, auxiliary, bilingual teacher will be provided in each of the nine Project schools for assistance to the classroom teachers. The auxiliary teacher will also be available to serve as interpreter.

II. Objectives and Evaluative Techniques

A. Objectives have been specified in three categories:

1. Program objectives

   a. To provide intensive educational experiences for children with identifiable weaknesses in English language skills, Spanish skills, and basic academic skills.

   b. To provide within the home school a supportive program which enables the relocated Spanish-speaking child to adapt comfortably to his new environment.

c. To provide within the home school opportunities for the child to develop skills in Spanish, English, and basic academic areas.

d. To locate and/or develop and utilize bilingual educational materials.

e. To enlist the aid and support of parents in the process of acculturation to their children's new environment.

f. To enlist all available community resources which might provide support for the Spanish-speaking child.

g. To provide contracted consultative services to the relocated Spanish family.

All program objectives will be assessed through formal visitations/observations, informal and formal questionnaires, and/or other appropriately selected monitoring procedures.

2. Affective

a. To improve the self-concept of the students in the nine schools and in the Center to the extent that a positive significant difference will result from a pre-post administration of a Likert-type attitude rating scale.

3. Cognitive

a. To advance mathematics achievement at the nine schools and at the Center as evidenced by the attainment of criterion levels established by Project personnel, and the results of an annual standardized mathematics achievement test, designed for Spanish-speaking children.

b. To advance English language skills (reading, listening, speaking, writing) at the nine schools and at the Center as evidenced by the attainment of criterion levels established by Project personnel, and the results of annual standardized tests of English language proficiency.

c. To advance the level of facility with the Spanish language of the Project children to the extent that the Spanish language may be adequately utilized as an instructional tool in the remediation of basic academic skill deficiencies as evidenced by the attainment of designated criterion levels established by Project personnel.

III. Findings from Evaluation

A. School District of Philadelphia

1972-73 - Descriptive data relative to the achievement of enabling objectives.

1973-74 - (Preliminary findings) Better screening procedures were established and the keeping of individual student records was initiated. Some staff development is being implemented. A number of problems are yet unsolved:

1. The role of the Bilingual auxiliary teacher is still unclear with regard to the degree of emphasis on Spanish instruction as well as the selection of students to receive the service.
2. The counseling component has not been established.
3. Objectives specify a gain of two levels of skill mastery in mathematics, reading, and Spanish. Appropriate recording of each child's progress in these skills is essential in order for attainment to be demonstrated. At the present time, information on these records is not suitable for use in making judgments about pupil gains in skill mastery.

B. Title I Consultant

1. The Project is designed to meet direct needs of Spanish-speaking children.
2. There are no evaluative criteria and there are difficulties in developing them because of specialized needs of the children.
3. Problems include: (1) Lack of space; (2) insufficient funding; (3) too few staff; (4) lack of bilingual special education teachers.

Recommendation: Program direction and planning need revisions to correct present programmatic problems.

Classroom Aides Project

Administrator: Milton Goldberg
Operating Years: 1967-64
Grades Served: 1-6
No. of Pupils: 23,423
No. of Schools: 72
No. of Employees: Professional 1, Paraprofessional 241, Clerical 2
Current Budget: Regular $1,332,000, Summer $7,000, Total $1,339,000

I. Purposes and Procedures

An additional adult in the classroom on a regular basis, releases the teacher from noninstructional tasks and facilitates provision of individualized instruction. Title I children need individualized attention as one means of compensating for earlier educational deprivation.

II. Objectives and Evaluative Techniques

A. To enable teachers to better implement an individualized and small group instructional program.

1. Reduction of pupil/adult ratio.
2. More children will be able to ask and have questions answered.
3. More children will have individualized help in cognitive skill areas.

B. To provide the services of an additional person to assist in housekeeping and clerical tasks so that more teacher time can be spent with children.

The percentage of time spent in small group and individualized instruction will be monitored and the instructional and noninstructional tasks which aides perform will be described.

The California Achievement Test will be used to assess improvement in cognitive skill areas.

III. Findings from Evaluations

A. School District of Philadelphia

1967-68 - Classes with aides showed higher gains in ITBS scores.

The greatest effect on pupil progress occurred when the aides spent a high proportion of their time with one class.

1968-69 - Aides were not freeing teachers from noninstructional tasks nor causing a larger proportion of time to be spent in professional activities. ITBS scores were not significantly improved by the presence of an aide.

1969-70 - Presence of aides permitted individualization of instruction. Instructional activities of aides did not appear to aid improvement of reading performance.

1970-71 - Aides reduced the number of noninstructional tasks performed by teachers and increased the amount of individualized or small group instruction for pupils. Individualization occurred when aides were used for instructional tasks, but not when they were used primarily for noninstructional tasks.

1971-72 - Changes within the project had seriously undermined its effectiveness: (1) Lack of a director led to a gradual breakdown of definition and direction; (2) The removal of consultant teachers who had been responsible for assigning, monitoring, and developing aides left these tasks to other school personnel and, in some cases, they were left undone; (3) In some schools some aides were redesignated and attended college in the afternoon thus, reducing available aide service.

1972-73 - Overall, aides were reported useful. Again there appeared to be no project coordinator who would be responsible for organization, checking aide utilization, for planning staff development, and for working with principals to solve any difficulties which might arise.

1973-74 - (Preliminary findings) Observations and interviews support the contention that when aides are assigned to the classroom teacher, they perform tasks that result in increased indivdual and small group instruction. The project still has no coordinator.

B. Title I Consultant

1. A significant number of aides reported inadequate orientation and in-service training opportunities.

2. Many teachers not aware of the role of aides nor their responsibilities in utilizing aides.
3. Much of the good achieved appears to be the result of chance and/or effort on the part of building principals. Unfortunately, leadership was lacking in some cases.
4. Individuals responsible for administering this project are overloaded with other responsibilities.
5. Project appears to lack the capability to respond to changing needs.

Recommendation:

A small full-time administrative staff should be assigned responsibility for coordinating the project; planning and implementing staff development activities; working with principals to solve problems that arise; monitoring the utilization of aides; and reassigning aides as needs change.

College Placement Project

Administrator: Robert Byrd
Operating Years: 1971-74
Grades Served: 10-12
No. of Pupils: Public 1,200, Nonpublic 300
No. of Schools: 12
No. of Employees: Professional 3, Clerical 1
Current Budget: Regular $62,000, Summer $14,000, Total $66,000

I. Purposes and Procedures

A. As a result of the large number of students in secondary schools who are interested in being admitted to college and the limited number of high school guidance counselors to accommodate their needs, there is a salient need for additional agencies to provide information and guidance. A college placement service is essential for assisting, in particular, students who have not achieved on the "A" or "B" level, students in need of financial aid, and students reluctant to seek information and help from high school personnel.

B. Through interviews, applicants provide the College Placement director with information about their academic achievement and background. Names and records of qualified students are submitted to the colleges and universities in which they are interested and to which they might gain admission. In certain cases, interviews are arranged between students and college admissions officers.

II. Objectives and Evaluative Techniques

A. To assist target area students in gathering the data required for college application.

B. To place at least 50% of all applicants by June 1974.

C. To obtain financial aid for at least 45% of all applicants requesting financial aid.

The Office of Research and Evaluation will have access to the records of the College Placement Project and will determine the following:

1. The number of target area students served.

2. The percentage of students who actually enrolled in colleges and universities after referral by the CPP.

3. The percentage of students who receive financial aid as a result of the CPP.

III. Findings from Evaluations

A. School District of Philadelphia

1971-72 - The Project provided services as stated in its objectives.

1972-73 - As of September 1973, approximately 63% of the 563 seniors in the project had been accepted for admission to colleges and universities. Of those accepted, 55% received financial aid.

1973-74 - (Preliminary findings) Fifty-four percent of all students interviewed were accepted and it is likely that the percentage of applicants accepted is higher since many students interviewed never forward applications to their schools. The objective to obtain financial aid for at least 45% of all applicants requesting aid has also been met.

B. Title I Consultant

1. Director well informed with respect to higher education to serve the educational needs of minority students.
2. Director maintains nationwide contacts with financial aid and admissions officers.
3. Director works closely with high school counselors.

Recommendation:

The College Placement Project is deserving of public funds.

Communications Experiences Project

Administrator: Jon Dunn
Operating Years: 1968-74
Grades Served: PK-12
No. of Pupils: Public 7,800, Nonpublic 2,400
No. of Schools: 36
No. of Employees: Professional 6, Paraprofessional 2, Clerical 2
Current Budget: Regular $117,000, Summer $7,000, Total $124,000

I. Purposes and Procedures

A. Empirical evidence indicates the importance of communications skills as facilitators in both cognitive and affective processes. Target population pupils need the skills of sharing, interchanging, and expressing ideas and understandings. Graphics, written and verbal modes of communications need development, improvement and reinforcement. Teacher turnover rates are higher in target areas than eleswhere and there is ongoing need to (1) help teachers shift from more formal teacher-centered programs to activity and pupil-centered programs, (2) to continue to introduce and devlop proficiency with media tools and techniques and (3) provide experiences and skills in grouping patterns for various educational purposes.

B. Teachers are asked to identify specific learning problem areas and, working with Communications Experience Project staff members, a specific media project is designed to help overcome the identified problems. Various media equipment and both professional and student files are on-loan for specific projects. Teachers and community support personnel are invited to media skills workshops where they are trained to conduct media classes with and/or without direct Project staff support. Information is disseminated through (1) The Media Log, an in-house newsletter, (2) local and national publications, (3) workshops and community outlets such as the Middle Atlantic Film Board, (4) professional and mass communications outlets, and (5) screenings and festivals.

II. Objectives and Evaluative Techniques

A. At least 80% of the pupils will complete two media projects either individually or as part of a group or class project. To be assessed by staff records and classroom monitoring.

B. At least 50% of the pupils will be observed working as part of a small group on a project. To be assessed by classroom monitoring.

C. At least 80% of the pupils will express positive attitudes. Anecdotal records of pupils' comments, activities, and behaviors collected by staff, teachers, and evaluators, as well as a locally developed pupil questionnaire will provide documentation.

D. Seventy-five percent of the first year participating teachers will develop a level of proficiency with at least two types of media equipment such that they will report an ability to guide pupils in their use in developing a product. To be assessed through a locally developed questionnaire.

E. Fifty percent of the second year participating teachers will acquire a level of proficiency with media equipment and curricula so that they will report the ability to conduct media projects without further CEP support. To be assessed through a locally developed questionnaire.

F. Seventy-five percent of the participating teachers will report their intentions to continue to use media projects as a regular part of their classroom work in subsequent years. A locally developed questionnaire will be used to document the extent of commitment of teachers and principals.

G. Principals (of schools with two or more participating teachers) will report a preference for continuing staff development in media and for classroom use of media projects when given the hypothetical opportunity of choosing among alternative ways to utilize the same amount of money.

III. Findings from Evaluations

A. School District of Philadelphia

1968-69 - Evaluation focused on development of materials and techniques. The beginning of unique teacher education experiences using film to sensitize teachers to the subtleties of selected aspects of learning was recorded.

1969-70 - Questionnaires revealed principals and teachers received the project favorably.

1970-71 - Formative evaluation revealed the need for continued support in order for the Project to have an impact upon schools.

1971-72 - Materials and supplies were supplied to 42 Title I schools and 23 of the 42 schools used equipment available on loan. Teachers and principals indicated satisfaction with learning experiences provided. Approximately 25% of the respondents thought they needed more assistance in the media area.

1972-73 - A new staff provided continuing services and teachers reported positive effects to be a greater understanding of media and its application to the learning process. Students showed greater awareness of their environment and a greater sophistication in the use of media. Staff support and materials not consistently available because of the large number of teachers the Project attempted to serve.

1973-74 - (Preliminary findings) Questionnaires favorable regarding in-class service, but returns too limited to make overall generalizations at this point.

IV. Title I Consultant

A. Project is accomplishing its stated objectives and its effectiveness has received national acclaim.

B. Students are developing reading and writing skills as they discover their necessity to the success of their media projects.

C. Only seven of the nine persons budgeted have been assigned. The Project director had no explanation.

Recommendation: Funding should continue.

Comprehensive Mathematics Project

Administrator:	Alexander Tobin
Operating Years:	1972-74
Grades Served:	K-12
No. of Pupils:	67,390
No. of Schools:	118
No. of Employees:	Professional 122, Clerical 1
Current Budget:	Regular $1,892,000, Summer $7,000, Total $1,899,000

I. Purposes and Procedures

A. A majority of Title I students are deficient in mathematics concepts, computational skills, and problem solving techniques. Elementary students fall further and further below grade level expectations as they progress through the school and, at the secondary level the cumulative effects of failure and poor performance have resulted in negative attitudes toward mathematics which tend to further impede progress. In an effort to reverse this trend a comprehensive plan has been developed for 117 Title I elementary schools and an improvement program for West Philadelphia High School (which now appears to include Bartram).

B. Implementation

1. Elementary Mathematics Resource Teacher Project

A full-time mathematics resource teacher will be employed in each of the participating schools to: (1) provide leadership for planning and implementing a comprehensive remediation program, (2) assist administrators in the individualization of mathematics programs, (3) provide for the articulation of mathematics with other curriculum areas, and (4) provide materials and activities for effective instruction.

2. At West Philadelphia, 60 incoming pupils who meet the criteria of low standardized test scores (10th percentile or lower nationally) and who have a record of regular attendance will be selected for the Program.

At Bartram, the Individual Learning for Adults Program will be used to assess proficiency levels in five areas: (1) numeration-place value, (2) addition-subtraction, (3) multiplication-division, (4) geometry and measurement, and (5) applications.

II. Objectives and Evaluative Techniques

A. To improve elementary pupils' computational and problem solving skills and their understanding of arithmetic concepts as evidenced by:

1. Having the trend of the national percentile rank's median score across each grade level change from one showing a year-to-year depression (e.g., grade 3 = 32 percentile, grade 4 = 22 percentile, grade 5 = 18 percentile, etc.) to one having a stabilized or positive slope.

2. The annual average achievement of the pupils at each grade designation will be three levels in mathematics performance as measured by the Philadelphia Mathematics Evaluation Tests (Levels I through XVIII).

B. Pupils in the West Philadelphia program will progress in elementary mathematics skills as evidenced by their completion of the curriculum booklets and an 85% mastery score on related tests. Pupils will advance by an average of one level in at least four of the five curriculum areas.

C. Sixty-five percent of the Bartram pupils will achieve one-half year's improvement (one test level) in mathematics skills as measured by the Philadelphia Tests of Fundamentals of Arithmetic.

III. Findings of Evaluations

A. School District of Philadelphia

1972-73 - Project being implemented on schedule and formative information being gathered to improve its impact.

1973-74 - (Preliminary findings) Elementary Levels--Results appear encouraging; teachers have become more proficient in evaluating progress and in providing appropriate instructional materials; parents are becoming aware of the levels-approach and children are reacting positively to an activity-oriented mathematics program.

Secondary--The ILA and Fundamentals of Arithmetics tests will be re-administered to all participating students at both schools at the end of the school year. Attitudes and methods have been altered and substantial movement toward the attainment of program goals is expected.

B. Title I Consultants

Elementary

1. The notion of full-time resource teachers is sound and they appear to be having a significant effect upon the teaching of mathematics in their respective schools.

2. Formulation of conclusions based upon objective data would be premature at this point. In the judgment of the evaluator, however, Project goals will be met during the third year of operation (1974-75).

Recommendations: Funding should definitely continue. Suggested improvements are: (1) Use of concrete materials needs greater emphasis, (2) more serious attempt to individualize within classrooms, (3) major revision of the math "levels" test, and (4) persons with psychometric and clerical skills be added to the Program.

Secondary

1. High attendance rate and apparently high motivation.

2. Program has not operated for a sufficient length of time to draw conclusions based on objective data, but progress toward attainment of objectives was observed.

3. RBS materials may be too highly structured,given the particular needs of the target population.

4. Since most students in the two schools are general mathematics oriented, the question of serving more students must be raised.

Comprehensive Reading Projects

Administrator:	District Superintendents and Reading Managers
Operating Years:	1970-74
Grades Served:	K-12
No. of Pupils:	91,836
No. of Schools:	158
No. of Employees:	Professional 84, Paraprofessional 1,161, Clerical 22
Current Budget:	Regular, $4,065,000, Summer $42,000, Total $4,107,000

I. Purposes and Procedures

A. In response to the reading deficiencies of pupils identified by the annual city-wide testing program, the School District of Philadelphia embarked on an intensive comprehensive reading project.

B. Since there is no indication that any one method of teaching reading is clearly superior for all children, administrators and staffs of Title I schools have been developing their own programs, selecting those approaches and materials considered appropriate for their pupil populations.

Reading teachers and aides receive intensive staff development prior to entering the classroom, continuous in-service training after the school year begins, and follow-up support through visits by reading specialists and supervisors. Instructional personnel are prepared in methods of implementation, diagnosis and prescription, and in monitoring and recording pupil progress.

II. Objectives and Evaluative Techniques

A. The following three part goal statement has been adopted:

1. Students leaving school at age 16 or beyond will have achieved minimal functional literacy. They will possess the reading skills that enable them to:
    - a. Follow written directions and fill out forms connected with daily living.
    - b. Read instructional manuals.
    - c. Read newspapers, periodicals and other publications.
2. Reading achievement levels of Philadelphia students will be generally equivalent or superior to those of students in similar

age groups throughout the country is indicated by:

a. Individual test scores.
b. Percentage increase of students scoring in the functional reading range.

3. Students will make steady progress through the Reading Curriculum of the Philadelphia public schools.

B. A variety of evaluation devices will be utilized: survey testing; criterion referenced testing; informal testing; standardized testing; monitoring; observation; data collection; anecdotal record keeping; and checklists.

III. Findings from Evaluations

Findings will be reported by District.

District One

A. Title I Consultant

1. The overall reaction was favorable, but there were marked differences between schools.

2. Although the Reading Competencies Guidebook prepared by the District attempts to unify the program, there was little evidence of continuity in the instructional programs in the District or, in some instances, within the same school.

3. Too much emphasis on reading skills per se, namely, decoding and comprehension exercises with little attention to the fact that reading is a language process.

4. Schools not using latest editions of basals.

5. There is a need for more in-service training for teachers, principals and other staff members involved in the program.

B. Psychology of Reading Consultant

1 There is no clearly identifiable philosophical approach to the teaching of reading. Each school appears to have antonomy in program

selection and implementation.

2. In the absence of a district wide philosophy, the chances of pupils who move from school to school receiving reading instruction based on conceptually different approaches would likely be the rule. Unless the approach tends to be eclectic, the child would be in a disadvantageous position.

3. Heavy emphasis on decoding skills, primarily phonic analysis.

4. Reading is a process and needs to be taught as a process and not as a series of isolated "skills" or "exercises."

5. There is no indication of the methods used to support the choice of particular programs nor is there any evidence to indicate which ones appear to be more successful and which ones might be continued. A thorough investigation of the strengths and weaknesses of all programs and various approaches currently being used should be begun immediately.

District Two

A. Title I Consultant

1. A conscientious effort to achieve objectives is being made. Largest gains were at the elementary level.

2. The total evaluation process should be returned to the office of the Project Evaluator.

3. There should be increased efforts to provide systematic observation and staff development for individual teachers on a regular basis.

4. A systematic program of individual diagnostic testing and a corresponding remediation program should be developed for grades 7-12.

B. Psychology of Reading Consultant

1. A statement of views regarding the reading process, priorities for instruction at each level, and the relation of the reading program to the rest of the school program and to the total growth of the child needs to be developed.

2. More appropriate and encompassing evaluation instruments for monitoring program effectiveness should be investigated.

3. Programmed reading materials should not dominate instructional activities.

4. The Philadelphia Informal Reading Inventory should be examined.

5. Handouts and guidesheets are useful to secondary teachers, but they should be supplemented by in-service training.

6. There is evidence of community involvement in some schools and a noticeable lack in others.

District Three

A. Title One Consultant

1. There should be a more effective assessment of the educational needs of pupils.

2. Staff development procedures should be improved.

3. There is need for greater community involvement.

B. Psychology of Reading Consultant

1. A consistent phiolosophically based attack on the problems of teaching reading should be developed.

2. Availability of materials should not be the major criterion in developing a reading program.

3. New or untried approaches should be carefully evaluated before becoming part of the reading program. The use of materials and approaches should be controlled.

4. Greater emphasis should be placed on helping teachers to recognize individual differences in pupil abilities.

5. In-service training programs should include content area teachers.

District Four

A. Title One Consultant

1. There is emphasis on test results but no apparent individualization of programs based on results.

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2. Emphasis should be placed on balancing decoding and comprehension skills.

3. Secondary programs which will both improve reading ability and increase interest in reading should be developed.

4. A comprehensive plan emphasizing self-concept and attitude development on the part of both pupils and teachers should be designed.

B. Psychology of Reading Consultant

1. The District should establish a committee of administrators, reading specialists, classroom teachers, and parents to decide what goals have priority in Title I reading programs. A follow-up committee of professional reading staff could then formulate philosophical statements concerning:

    (a) What is the Title I program, why does it exist, and what are its parameters?
    (b) What view of reading, education, and children in general best fits the needs of children in District Four?

2. Program goals need to be revised so that assessment is not made solely on the basis of nationally standardized tests.

3. Reading programs extant in other school districts should be investigated.

4. While there is logic behind the hierarchical skills model, statements of pupil competencies and accompanying criterion-referenced tests, there is a strong suspicion that these competencies, when distributed to the on-line teaching staff, will become similar to curriculum guides, and will encourage lock-step instruction rather than individualization.

District Five

A. Title I Consultant

1. Alternative programs should be established for children who do not succeed at the time the school thinks they should.

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2. Attention should be given to the development of comprehension skills rather than the overemphasis given decoding skills.

3. There should be better screening procedures for first grade entrants.

4. Improved programs for Spanish speaking children should be developed.

5. There should be a concerted effort to develop programs at the secondary level that focus upon the needs of this age group.

B. Psychology of Reading Consultant

1. There appears to be a lack of emphasis on quality of reading.

2. There are few indications of an interest in children as individuals, the process of learning, the development of thinking abilities, and the relationships between child and system.

3. Programs tend to be a list of objectives to be realized through test scores rather than conceptual approaches to the reading process. Staff has knowledge of reading programs, but not of the reading process.

4. At the elementary level, one wishes that the reading program would shift its emphasis from materials to children, and from objectives to performance. At the secondary level, too little information is available to recommend change.

District Six

A. Title I Consultant

1. Nineteen hundred and seventy-three thru 1974 objectives tend to be more realistic in terms of fulfillment. The focus continues to be upon the lower elementary grades and the lowest achieveing pupils.

2. Individual schools identify their own needs, develop a program around these needs, and negotiate its acceptance with the District Reading Team.

3. Program improvement might be attained by additional focus upon comprehension skills.

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B. Psychology of Reading Consultant

1. The overall approach seems to be one of assuring higher test scores and minimal achievement levels rather than one of helping children to read widely, effectively, and spontaneously.
2. There appears to be a lack of a strong philosophical and psychological base for the total program.
3. The reading program seems to stress the teaching aspects to the exclusion of the learning and using aspects.
4. Materials and programs must not be confused with approaches. Whatever the materials, programs or approaches employed, they must be internally consistent and consistent with each other.
5. There appears to be a tremendous overbalance in favor of decoding with comprehension and spontaneous use of reading abilities coming in as a bad second and third.
6. Strong measures must be introduced to ensure that the reading process not be fragmented out of existence.
7. More attention needs to be given to reading in the total school program.
8. A solid data base is necessary for decisions about programs.

District Seven

A. Title I Consultant

1. The objective of comprehension mastery has a very loose teaching program which is in marked contrast to the rigid program for skill mastery.
2. Program improvement might be attained through a more eclectic interpretation of programs which teach the skill areas.

B. Psychology of Reading Consultant

1. Priorities based upon what we know about child development, the learning process, and the reading process need to be established.

2. The difference between programs and materials needs to be clarified.

3. A need for the recognition of the importance of "balance" exists: between the time and effort spent on word recognition skills and comprehension skills; between time and effort spent on silent and oral reading; on time and effort spent on group instruction and individual instruction.

4. A degree of protection for children should be afforded by the professional staff to avoid the introduction of "panaceas" which have not been given sufficient trial in a research setting.

COMPREHENSIVE READING PROGRAM - SPECIAL PROJECTS

In addition to the District Reading Projects, several specialized projects have been developed within the Comprehensive Reading Program. These projects will be listed with a brief descriptive statement followed by existing evaluative data.

I. Improvement of Reading Skills "A"

A. At reading Skills Centers, underachieving readers work on individually prescribed programs utilizing multi-level, multimedia, and multi-sensory materials.

B. Evaluative Data

1. School District of Philadelphia

1966-67 Meaningful but not statistically significant gains.

1967-68 Project students did not gain as much in reading performance as did students not involved in the program.

1968-69 Reading comprehension, word attak skills, and phonics performance imporved significantly.

1969-70 RSC students exceeded control groups in phonics skills and comprehension.

1970-71 Downward trend of vocabulary scores (of pupils with the greatest need in relation to the national pupil norms) was reversed after two years in the project, and the downward trend of comprehension scores was reversed after one year.

1971-72 Although more pupils with very low reading scores attended the centers than was originally planned, their reading scores increased over the year.

1972-73 Pupil achievement over a three-year period was analyzed. Of 1,009 pupils, 53% gained one book level or less, 21% gained two book levels, and 25% gained three or more book levels.

2. Title I Consultant

a. Children are being aided, but how much their achievement can be attributed to this program is speculative.

b. Some of the evaluation funds and energies should be channelled to studies of controlled treatment groups.

II. Improvement of Reading Skills "B"

A. Shared-time reading teachers work with small groups of underachieving fourth, fifth and sixth graders. They work half time in a public school and half time in a parochial school.

B. Evaluative Data

1. School District of Philadelphia

1966-71	Data not separated from those of "A" for these years.
1971-72	Reading levels continued to improve and improvement was uniform for both public and parochial school pupils.
1972-73	Of 323 public school pupils, 60% gained one book level or less, 25% gained two book levels, and 15% gained three or more book levels. Of the 236 parochial school pupils, 61% gained one book level or less, 21% gained two book levels, and 18% gained three or more book levels.

2. Title I Consultant

Same comments as for "A" above.

III. Improvement of Reading Skills "C"

A. Fourth-, fifth-, and sixth-grade public and nonpublic pupils visit reading skills centers one to four times a week. The centers focus on providing sufficient hardware, software, and individualized materials to meet specific needs of each pupil.

B. Evaluative Data

1. School District of Philadelphia

1968-71	Findings cited in data from Reading Skills "A" and "B."
1971-72	The project was well implemented and was improving pupils' reading levels.

1972-73 Nine percent of the 1,176 pupils tested made no gains in book level, and 25% gained one level. Mastery of two or more book levels gained was achieved by 66% of the pupils.

1973-74 Program operational in all its locations.

2. Title I Consultant

Same comments as for "A" above.

IV. Individualized Education Center

A. The Project provides a compensatory program which centers around the diagnosis and remediation of individual weaknesses in Language Arts and Mathematics and in which a year's growth in each area is the objective for each of the children enrolled.

B. Evaluative Data

1. School District of Philadelphia

1968-70 Formative evaluation indicated that staff was hired and in-service programs were conducted.

1970-71 Increasing individualization of instructional practices was evidenced by changes in class structure and teaching form in IEC classrooms.

1971-72 Observations revealed that individualization of instruction was maintained in multiple-group settings, in spite of a 38% increase in pupil population, a corresponding overuse of instructional hardware, scheduling difficulties, and an almost total staff turnover. New extracurricular programs were introduced, and Grades 5-8 were reorganized to maximize the use of different forms of individualized instruction. Classes made gains in paralleling national norms.

1972-73 A longitudinal study of test results from 1970-73 revealed that the average IEC student had improved in grade-equivalent score from year to year, and had maintained his/her relative standing with respect to national norms. Students made educationally significant gains in the acquisition of basic academic skills.

2. Title I Consultant

   a. There is an adequate supply of both hardware and software.

   b. The program might be improved by greater concentration on comprehension and study skills through more highly structured use of time and materials in the reading center.

   c. Greater individualization of the program in terms of the students' involvement in his own goal setting, self-direction, and measurement of progress is suggested.

V. Instructional Materials Centers

A. The Central Library Office provices preservice training and materials for all library assistants. Follow-up instruction is conducted by library supervisors with on-the-job training, workshops, and individual conferences. IMC supervisors plan and work closely with other supervisory and administrative personnel responsible for the direction of reading programs and for instruction in all curriculum areas.

B. Evaluative Data

1. School District of Philadelphia

1966-67	Construction of IMC's and/or modification of existing facilities underway.
1967-68	Surveys indicated that books, hardware, and software were being installed and used, and that principals felt in-service programs were needed to assist teachers in making better use of the facility.
1968-69	Both principals and teachers felt that the IMC's were needed and suggested methods by which they could be maximum benefit to pupils and teachers.
1969-70	IMC's were found to be understaffed and experiencing difficulty in providing services to teachers and pupils. Student performance tended to remain spotty.
1970-71	In the 58 observations made, facilities were found to be attractive and well equipped (93%) with

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regularly appointed staff and teachers providing necessary services (85%). Appropriate nonprint materials were available (64%) and displays of interest to students and teachers were observed (86%). Community volunteers were rarely observed (17%) and formal instruction was observed 14% of the time.

1972-73 During 15 visits, 80% of the centers visited were found to be well furnished and equipped. During instruction observed in the IMC, the regular classroom teachers were present 80% of the time.

2. Title I Consultant

a. Efforts have been made to familiarize teachers with the facilities and to educate them in the use of the centers.

b. On the whole the centers were well equipped with instructional hard and software. In some cases there appears to have been overexpenditure on hardware. Vandalism and theft are continuing problems.

c. In none of the centers visited were they being used for purposes other than the storing and dispensing of equipment and materials or in providing normal library services.

VI. Primary Reading Skills Centers

A. Children in grades two and three are tested for individual weaknesses. Those selected for participation in the Project meet with the reading teacher on a schedule of two to five one-hour sessions per week in groups of 10-15 for individualized activities.

B. Evaluative Data

1. School District of Philadelphia

1969-70 Project established; pupils made gains.

1970-71 Pupils showed statistically significant gains in both comprehension and vocabulary as measured by the California Achievement Test. Improved word-

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attack skills were indicated by the increasing percentage of pupils who attained raw scores of at least 45 on the Botel Phonics Inventory.

1971-72 Pupils showed significant improvement.

1972-73 A group Informal Reading Inventory was administered to 43 participating pupils in grades 2-4 at the beginning and end of the school year. Ten (23%) gained one book level or less, 11 (26%) gained two levels, and 22 (51%) gainedthree or more book levels during the academic year. On the CAT-70 Reading Comprehension subtest, all grades demonstrated annual gains; howefer, only grade three demonstrated a consistent decrease in discrepancy from national norms over the years.

2. Title I Consultant

a. A strength of the Project is early identification of pupil weaknesses.

b. While the program is less individualized in instruction than appears in the description, attention is given to individual children.

c. More specific diagnosis and prescription might help attain objectives.

d. More use of children's oral language experience might be beneficial in enhancing skill development.

VII. Reading Improvement Through Teacher Education

A. The Project evolved as a result of the apparent lack of experience of urban school teachers with specific reading techniques and materials designed to correct the weaknesses of urban school children relative to formal reading readiness. The Project is designed, therefore, to improve teachers' skills in all phases of reading instruction.

B. Evaluative Data

1. School District of Philadelphia

1972-73 As of the middle of the school year, the three specialists had conducted 295 conferences, 8 workshops, 70 observations, and 31 demonstrations, for a total of 404 contacts with classroom teachers. A 20-item summated rating scale completed by principals of the participating schools indicated a generally high level of satisfaction with the effectiveness of the specialists and the Project as a whole. An informal solicitation of teacher attitudes toward the Project revealed a high level of satisfaction and a desire for even more assistance.

2. Title I Consultant

a. The objectives of RITE are very worthwhile. Unfortunately, it is difficult to assess the effectiveness of four itinerant teachers serving 33 schools.

VIII. Language Arts Reading Camps

A. The camps are operated by settlement houses, housing developments, and neighborhood groups with the School District of Philadelphia providing the language arts component. Informal day camps settings and activities are used to extend and supplement children's competencies in language arts. The camp staff includes a director, a professional teacher, teenaged counselors, and adult volunteers.

B. Evaluative Data

1. School District of Philadelphia

1968 Evaluation revealed a need for more intensive counselor orientation. Workshops to fully acquaint staff with LARC goals were needed. Inconsistencies in record keeping caused difficulties in assessing the impact of the Project.

1969 Attitudes toward language arts did not show significant changes. Great emphasis was placed on staff orientation.

1970 LARC was successful in maintaining and increasing the motivation and interests of children in developing language arts skills.

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1971 The elements of the language arts program were well integrated into camp activities and both children and staff thought the experience worthwhile.

1972 Teachers fostered positive attitudes with respect to the learning of language arts skills.

1973 Teachers found that children showed an increased use of their lending libraries, an increased eagerness to read books, and more active participation in group discussion. Some teachers indicated that children showed improvement in speech patterns, pronunciation and recognition of short vowels and consonants, and written composition skills. Some teachers found also that children showed improved leadership qualities, increased ability to follow directions, and a tendency to volunteer to do additional work at home.

VIIII. Summer Adventures in Reading

A. Centers, supervised by a director and two interns, are scheduled from 9:00 A.M. to 1:00 P.M. daily to provide tutoring in language arts, art instruction, and physical education. It is believed that these experiences help maintain reading achievement, increase motivational levels, and decrease barriers between children of varied social, economic, ethnic, and religious backgrounds.

B. Evaluative Data

1. School District of Philadelphia

1971 Centers working efficiently; absenteeism low; ratings by staff and parents favorable.

1972 On the average, pupils improved in reading by one-half grade level as measured by the Wide Range Achievement Test. Attendance was high and about 66% of the pupils improved in language arts skills.

1973 The percentage of children (70%) maintaining book level was greater than the expected criterion (60%).

X. Summer Reading Readiness

A. The Project provides pre-enrollment children with experiences designed to meet the demands of a structured first grade reading program. Units of 40 children each are assigned to the supervision of a teacher who provides these experiences and activities.

B. Evaluative Data

1. School District of Philadelphia

1972 Children who attended with regularity made significant gains. Follow-up revealed that participants differed from nonparticipants in achievement levels and classroom performance.

1973 Two hundred twenty-six Project children were randomly selected to provide pre- and posttest scores on the Philadelphia Readiness Test. One hundred sixty-three children completed both test administrations, obtaining a mean pretest score of 21.5 (maximum score = 27) and a mean posttest score of 24.1. The difference (2.6) was statistically significant at the .05 level.

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Computer-Assisted Instruction

Administrator:	Sylvia Charp
Operating Years:	1966-74
Grades Served:	7-12
No. of Pupils:	1,960
No. of Schools:	6
No. of Employees:	Professional 4
Current Budget:	Regular $63,000, Summer $13,000, Total $76,000

I. Purposes and Procedures

A. The thrust of this experimental project is to provide individualized instruction in reading, mathematics and natural science to non-achieving, disadvantaged students. Through provision of instructional materials in short, incremental steps accompanied by constant evaluation and immediate reinforcement, the project's intent is to raise the performance level of the students and reduce the number of dropouts.

B. An integral part of the CAI Project is the "off-line" materials used by those pupils not seated at the computer terminals. Computer management of these activities is being implemented and when completed, this component will enable the Project to be tied in with the regular instructional program in each school. "Off-line" instructional sequences in Mathematics are being developed and the Reading Comprehension Program is in the revision process which includes "off-line" materials. Since many skills are required to implement an individualized instructional program utilizing a multi-level, multi-media approach, staff development is an important part of the CAI Project. On-site assistance to teachers is also provided.

II. Objectives and Evaluative Techniques

The overall goal is to raise performance levels in reading mathematics, and science.

A. Students will meet the following specified criteria of mastery:

1. Reading comprehension--80% criteria on unit posttests for respective skills.
2. Mathematics--95% criteria on unit posttests for respective skills.
3. Biological Sciences--70% criteria on respective module tests.

The computer's record-keeping capabilities greatly facilitate formative evaluation of curriculum materials. Continuous feedback coupled with teacher interviews and classroom observations provide data for making decisions about both curriculum revision and staff development.

B. Participating students will surpass the achievement of comparable groups in the respective content areas on both nationally normed and locally developed tests.

The following instruments will be used to assess differences in achievement between participating students and comparable student groups:

1. Reading Comprehension
   a. California Achievement Test (tentative)
   b. Comprehension Test (locally developed)
2. Mathematics
   a. Stanford Achievement Test
   b. Philadelphia Arithmetic Test
3. Science
   a. Biology Test (locally developed)

Participating teachers and administrators will be interviewed to determine the effect of the project on affective and achievement variables not measured by these tests.

C. Participating teachers will individualize instruction within their classrooms.

Specific criteria for individualization of instruction (e.g., individual student worksheets, teacher operating in tutorial mode, readily accessible student activities) will be incorporated into an observational checklist.

III. Findings from Evaluations

A. School District of Philadelphia

1966-68 - Enabling objectives accomplished: (1) Hardware obtained, (2) Staff recruited, (3) Initial software developed.

1968-69 - Differences in achievement between CAI and non-CAI students not statistically significant.

1969-70 - Findings similar to 1968-69. Because of "system" failures (hardware not operating at specified level) and student attrition, no inferential statistical tests were performed.

1970-71 - Study of relationship between pupil personality and achievement in CAI indicated that specific personality traits were not significant correlates of CAI achievement. It was concluded that CAI could be used with most pupils.

1971-72 - The Philco-Ford 102 computer was available 82.5% of the time rather than the established criterion of 95% availability. Despite this, teachers reported positive feelings and cited superior retention of students. The reading comprehension course was selected, disseminated, and implemented in District 2, with approximately 2,000 students in Grades 4-12 participating. Most students achieved a year's increase in reading level.

1972-73 - Changeover from Philco-Ford to Hewlett-Packard hardware increased system availability from 82.5% to more than 99%. The Drill and Practice Mathematics program (for low achieving secondary school students) was successfully implemented: (1) the average student completed more than 33 blocks of the program (24 blocks constitute one year's work) and (2) averaged over 90% correct on posttests of completed blocks.

1973-74 - (Preliminary findings) Students are exceeding the specified criteria for mastery of instructional units in biology and mathematics. In reading, students appear to be below the criteria but this is because scores were reported for only those students with the least reading comprehension skills.

B. Title I Consultant

1. The project appears to be successful.

2. The priority of using it in biology seems questionable.

(4)

Recommendation: The project receive Title I funds for the remainder of the 1973-74 academic year.

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Counseling Services

Administrator:	Albert Bell
Operating Years:	1968-74
Grades Served:	K-8
No. of Pupils:	4,090
No. of Schools:	14
No. of Employees:	Professional 22, Clerical 3
Current Budget:	Regular $340,000, Summer $67,000, Total $407,000

I. Purposes and Procedures

A. The focus of CSP is to prevent the development of chronic educational and emotional disability in children where possible and to provide remedial services where indicated.

B. The staff is "system-oriented" and, for this reason, the project attempts to work closely with parents, teachers and principals. The Project also provides psychodiagnostic, casework, and counseling procedures to help remediate academic and/or emotional problems. In this instance, direct services are supplied to children upon referral by the principal, teacher, or parent.

II. Objective and Evaluative Techniques

A. To provide preventive psychological services to:

1. Pupils through small group discussions to foster self awareness and social interaction.

2. Teachers through classroom management consultation and child development workshops.

3. Parents through providing them with information and skills to increase their involvement with the child's academic and psychosocial development.

B. The effectiveness of these services will be measured by data gathered (1) by periodic interviews with participating principals and a sample of teachers, (2) by a questionnaire completed by participating teachers and principals at the end of the year, (3) by interviews with a sample of pupils who received psychodiagnostic and/or remedial services, (4) from a sample of parents, by means of a questionnaire and/or interview, whose children received psychodiagnostic and/or remedial services, (5) from the Devereux Elementary School Behavior Rating Scale which will be filled out by the teacher when referring a child to the CSP team and again at the end of the school year or when the case is completed.

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III. Findings from Evaluations

A. School District of Philadelphia

1968-69 - Project established in 14 nonpublic schools.

1969-70 - Extensive requests for help implied that more effective scheduling might be required. Greater community involvement needed and objectives of small group discussion required clarification.

1970-71 - Eighty percent of principals and teachers thought pupils had grown socially as a result of small group discussion. More than 590 pupils referred to CSP and in-service training provided each school. Faculty acceptance related to principal's attitude toward CSP.

1971-72 - CSP staff provided specified services and more than 80% of those interviewed expressed satisfaction with help given children while at least 90% said they would like CSP in their school permanently. Parental contact difficult to establish.

1972-73 - Two major changes were made: the project was no longer limited to lower elementary grades and services provided were dictated by the school instead of being implemented in a prescribed sequence. Nearly 100% of those interviewed found the project more valuable than in the preceding year.

1973-74 - (Preliminary findings) Teachers and principals have received the project well and all CSP objectives appear to be met this year.

B. Title I Consultant

1. The Project has had an impact from the perspectives of teachers and principals.

2. CSP staff has been pressured into abandoning its initial preventive model for the more traditional medical model. This has resulted in disillusionment, lack of enthusiasm and a disproportionate emphasis on diagnosis and treatment.

3. The engagement of paraprofessionals to serve as crisis ombudsmen might ease some of the pressure on the professional staff to compromise their concern for preventive mental health.

Counselor Aides Project

Administrator:	Althea Cousins
Operating Years:	1966-74
Grades Served:	7-12
No. of Pupils:	50,515
No. of Schools:	21
No. of Employees:	Professional 0, Paraprofessional 29

I. Purposes and Procedures

A. The purpose of the CAP is to improve and extend the counseling service for educationally deprived secondary school pupils.

B. Under counselors' direction, aides will:

1. Establish procedures for identifying, keeping record of and following up students in counseling projects.
2. Screen requests from all persons coming into the counseling office and from those who call on the telephone.
3. Secure from school personnel and/or school records factual information needed by counselors.
4. Keep up-to-date files of materials related to school services, community agencies, and post high school planning, current referrals for psychological and psychiatric evaluation, Shallcross referrals, receipts for scholarships and grants, etc.

II. Objectives and Evaluative Techniques

A. The services of aides will be directed toward the following objectives:

1. To assist counselors in delivering services to pupils with particular attention to newly admitted pupils.
2. To give immediate and direct service to pupils, parents, teachers and others who come into the counseling area.
3. To gather and prepare pupil information needed by other school services or counseling agencies or for preparation of summaries and reports.

B. Through an observational checklist listing Counselor Aide duties of all types, an observer will determine the extent to which these duties are carried out.

In addition, a time checklist will be used to record:

1. Time of arrival.
2. Grade level of pupil.
3. Whether visit made with or without appointment.
4. Reason for visit.
5. Total waiting time.
6. Identification of the nature of educational deprivation through use of most recent test scores.

III. Findings from Evaluations

A. School District of Philadelphia

1966-68 - Counselor Aides viewed as mature clerk receptionists capable of doing a major portion of the counselor's clerical load. No significant differences in the number of contacts with either pupils or parents, nor in time spent in dealing with individual student problems were noted between counselors with aides and those without them.

1968-69 - While aides did relieve counselors of routine duties, counselors spent a large portion of their "freed" time directing the activities of the aides. No significant differences were observed in services to pupils or contacts with parents.

1969-70 - High ratios of counselors to aides and high turnover of aides (52% over a two year period) reduced the efficiency of the service. Counselors with aides spent significantly less time engaged in clerical tasks, but did not spend significantly more time in pupil contact than did counselors without aides.

1970-71 - Aides facilitated access to counseling services by reducing the waiting time of clients to a median of two minutes.

1971-72 - While aide involvement varied from school to school, most activity centered on giving immediate, direct services to pupils, parents, teachers, and social workers who came to the counseling area.

1972-73 - Aides were judged most effective in settings where they served as receptionists for the counseling area. Aides resulted in a more efficient and less costly counseling program since professional staff could engage exclusively in guidance.

1973-74 - (Preliminary findings) Objectives One (Assisting counselors in delivering services) and Two (To give immediate service to all those coming to the counseling area) have been fully attained. Most counselors stated they usually did not entrust aides with the responsibility of gathering and preparing pupil information. Therefore, objective Three is not being met.

B Title I Consultant

1. Data supporting the degree to which objectives have been achieved are exclusively inspectional.

2. A high percentage of Aide positions are yet to be filled, therefore, it is difficult to evaluate the program.

3. The high turnover rate of Aides results in a great deal of Counselor time spent in orientation of Aides.

4. A major problem is clarification of the role of Aides.

Creative Dramatics

Administrator: Harriet Ehrlich
Operating Years: 1966-74
Grades Served: K-6
No. of Pupils: Public 11,923
No. of Schools: 51
No. of Employees: Professional 3, Clerical 1
Current Budget: $65,000

I. Purposes and Procedures

A. The purpose of the Project is to provide students with experiences in dramatization, role playing, and improvisation. One of the main thrusts of the Project is staff development designed to equip elementary teachers with Creative Dramatics techniques.

B. The Creative Dramatics Project works with teachers and administrators in the following ways:

1. Continuous staff development meetings for teachers already trained.
2. Monthly supervision of teachers already trained.
3. Thirteen-week staff development workshops for new personnel sponsored by various districts to include: teachers, aides, parents, volunteers, special education, librarians, reading teachers, etc.
4. Eight leadership meetings to insure the project's growth by having experienced teachers assume responsibility for planning meetings, help set policy, supervise after school groups, and act as resource persons in their own schools. These 12 people from various disciplines are "in training" or have been trained to lead the 13-week workshop, present the Creative Dramatics Project to faculty meetings, or to act as resource personnel in their own fields.

II. Objectives and Evaluative Techniques

To train teachers in the usage of Creative Dramatics techniques in all academic areas so that they will exhibit the following behaviors:

1. Begin with nonverbal behaviors stressing children's senses.
2. Encourage children to express emotions and feelings.
3. Encourage children to portray different characters.

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4. Introduce dialogue and encourage imagination and concentration.

5. Introduce story dramatization.

6. Simultaneously encourage the development of creative writing.

Sixty percent of the teachers observed will use three or more creative dramatics techniques with the class, and students will participate where appropriate. Interaction analysis, comparison with matched groups on achievement in basic skills (ITBS) and on creativity (Torrance test) will also be employed.

III. Findings from Evaluations

A. School District of Philadelphia

1966-67 - Pupils demonstrated increased facility in the use of language arts skills.

1967-68 - Interaction analysis showed that participating pupils make more high-level, extended, and spontaneous contributions to their classes than comparison pupils. Participating teachers lectured less often, lectured for shorter periods of time, and encouraged pupils to express themselves and participate in classroom activities more than did teachers not in the project.

1968-69 - Fifth grade CD pupils obtained significantly higher scores in language arts (ITBS) than comparison groups. CD pupils participated more often in classroom interactions. Creativity scores revealed no major differences between CD and non-CD pupils and pupils' attitudes toward self and school remained stable.

1969-70 - For the grade level examined, CD teacher behaviors did not affect Iowa test scores. Teachers did incorporate CD techniques into their teaching behaviors; thus, as a staff development program, CD was achieving its objectives.

1970-71 - As a staff development program, CT was achieving its objectives. Participants tended to be favorable toward its ideas, techniques, activities, and materials, and there was some evidence that they tended to disseminate newley learned CD techniques to fellow teachers.

1971-72 - Teachers favored the ideas, activities, materials, and

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techniques of CD. They reported carry-over to their classrooms and dissemination to their colleagues.

1972-73 - Five visits to CD workshops revealed that innovative techniques for teaching mathematics, science, and language arts were being presented. Workshops showed careful planning and teacher attendance averaged 77%. Classroom observations revealed that teachers were using CD techniques and the involvement of children was excellent.

1973-74 - (Preliminary findings) Objective 1 is being achieved in that all six categories of CD activities have been observed during on-site visits. Objective 2 is being achieved in that 60% of the teachers observed have used three CD techniques.

B. Title I Consultant

1. In addition to current methods of providing support during and after CD training, attention should be given to continued development of alternative ways to determine teacher use of CD techniques.

2. The Project should direct attention to further development of ways to include parent and community participation in program development and implementation.

Recommendation: At its current funding level, the CD project is justifiably maintained. Expansion of its goals, however, should precede any consideration of further program expansion.

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Cultural Experiences

Administrator:	Charles McLaughlin
Operating Years:	1966-74
Grades Served:	PK-12
No. of Pupils:	Public 64,000, Nonpublic 8,651
No. of Schools:	89
No. of Employees:	Professional 1
Current Budget:	$88,000

I. Purposes and Procedures

A. The project is designed to compensate for cultural and informational experiences lacking in disadvantaged children.

B. Directories of local institutions and other cultural resources will be published and furnished to a designated member of the faculty in each of the target schools. The directory will include schedules of available lectures, presentations, and assemblies which are related to the curriculum objectives. (In the proposal, the resources pinpointed are the Franklin Institute and the Zoological Gardens. Similarly the traveling shows are services provided by Franklin Institute and the free tickets mentioned are to the Institute.)

The person responsible for coordinating the activity will provide the faculty with suggestions for planning and follow up and will assist in making appointments for visits and arranging transportation.

The focus of the staff development workshops is to inform and stimulate teachers toward better use of the Franklin Institute Museum.

II. Objectives and Evaluative Techniques

A. To provide experiences for inner city children which will:

1. Increase their awareness of the cultural and educational resources of the community so that they are able to state when and why they visited a particular site.

2. Extend their experiential base for concept development within specific curricular areas.

B. Evaluative Techniques

1. Summary data of the number of visits to each site and the number of classes served will be submitted monthly by participating schools.

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2. A random sample of teachers will be interviewed to ascertain the purposes of cultural experiences provided.

3. Two children, randomly selected from the above teachers' classroom will be interviewed to determine:

    a. the validity of the particular cultural experience as enhancing that child's level of cultural awareness.

    b. their perception of the relationship between the cultural experience and the curriculum.

4. Monitoring will occur on a regularly scheduled basis to assess the extent of agreement between the project proposal and project implementation.

III. Findings from Evaluations

A. School District of Philadelphia

1966-69 - Project conducting field trips and providing other services consistent with the funding description.

1969-72 - Data from the "Summary of Cultural Experiences" revealed that 38 visits per school were made with an overlapping total of 6,927 pupils participating. Activities seemed to be directly related to the curriculum.

1972-73 - Approximately 15,080 children (377 classes) participated. The most frequently visited sites were Franklin Institute and the Philadelphia Zoo. Twenty-one percent of the visits were designed to implement curricular objectives and 10% focused on general enrichment objectives.

1973-74 - The "Summary of Cultural Experiences" indicates that schools are utilizing services provided by the project and statements of specific curricular and cultural objectives by teachers tend to indicate that they are attempting to expand students' experiential background and to relate visits to classroom work.

B. Title I Consultant

1. The director admits there was never any attempt to foster any improvement of basic skills.

2. There are no data indicating either an academic needs assessment

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nor whether participation in the program contributed to the overall growth of the student.

3. Little evidence of parent or community input.

4. Although there is a large number of Black students in the target population there is not one Black cultural-related institution in a list of 50.

Recommendation: In terms of Title I priorities, this program could be eliminated.

Education in World Affairs

Administrator: Margaret Lonzetta
Operating Years: 1966-74
Grades Served: 6, 7, 12
No. of Pupils: Public 3,577. Nonpublic 665
No. of Schools: 54
No. of Employees: Professional, 2
Current Budget: $154,000

I. Purposes and Procedures

A. In general, the students who are to be reached by this program have insufficient knowledge and awareness of the world around them. They need to: (1) develop a readiness and enjoyment of learning about other peoples, places, and events; (2) be motivated toward increased reading interest; and (3) be motivated toward other skills necessary to continue to learn on their own.

B. Two liaison teachers will coordinate the Project on all levels. The individual components will be:

1. Elementary--A multi-media approach to the study of five units: (1) One World; (2) Israel; (3) Italy; (4) Kenya; and (5) Mexico, in one sixth grade class in seven schools in each of the seven school districts. Speakers from each country will be sent into every classroom, each class will take trips to cultural centers in the city for a lesson on each of the countries, and all classes will have the opportunity to visit the United Nations.

2. Junior High--Same format as Elementary with the additional component being a World Fair in which students prepare a program for each other and their parents.

3. Senior High--One class in each of the Title I senior high schools will study the same topics as those of the Saturday Morning Forums, Thursday Seminars, and special Seminars on China. Guest experts will meet with each class on every topic and students will receive a half year's subscription to Newsweek and half year's subscription to Time. Three special programs will be held at the Civic Center where six or more classes will hear a speaker on a current world issue. A day long United Nations trip will include briefings by two U. N. diplomats on two issues covered during the year.

4. Teachers--Four conferences on topics dealing with the culture,

history, and geography of selected countries will provide background.

II. Objectives and Evaluative Techniques

A. This program seeks to develop knowledge and appreciation of world affairs. Specific objectives are:

1. To increase elementary and junior high school students' knowledge of Israel, Italy, Kenya, and Mexico.

2. To broaden the experiential backgrounds of students.

3. To provide teachers with in-service training designed to prepare them for implementation of the Project.

B. Evaluative Techniques

1. Pre-test to post-test gain scores will be analyzed and mean differences significant at the .20 level will be used to indicate that satisfactory learning occurred.

2. The Observational Checklist and Interview Schedule will be used to record the presence or absence of conditions related to field trips, speakers, and in-service training.

III. Findings from Evaluations

A. School district of Philadelphia

1966-67 - Project operated well.

1967-70 - EWA students showed significantly greater knowledge of the four countries studied than did non-EWA students, but measures of openmindedness showed that ratings were about the same.

1970-74 - Reports deal with descriptive data about various facets of EWA.

B. Title I Consultant

The Project was visited, but no written report was filed. Since most of the funds, speakers, and trips do not come from Title I sources; and since these are experiences which more affluent families might give to their children, the Committee judged this to be a defensible Project, but not one of the highest priority.

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English as a Second Language

Administrator:	Eleanor Sandstrom
Operating Years:	1966-74
Grades Served:	K-12
No. of Pupils:	Public 2,450. Nonpublic 240
No. of Schools:	30
No. of Employees:	Professional 58, Paraprofessional 8, Clerical 3
Current Budget:	Regular $792,000, Summer $10,000, Total $802,000

I. Purposes and Procedures

A. Since the pupils in this Program speak Spanish as a first language, their primary need is to communicate in English in order to be able to function in the English-speaking classroom.

B. Teaching methods and techniques that reflect the philosophy and techniques of applied linguistics will be employed and organization for instruction will take the following forms depending upon the school:

1. Children are with English as a Second Language teacher in a self-contained classroom.

2. Non-English speaking children are sent by their classroom teacher to their English as a Second Language teacher for instruction at intervals during the school day.

3. Children have English as a Second Language as an integral part of a bilingual learning experience.

II. Objectives and Evaluative Techniques

Ability to function in an English-speaking environment will be developed in three stages:

1. Aural-Oral--Pupils will listen, repeat, and use the different structures in answering questions, in dialogues, in describing things, and in relating experiences. Pupils will begin the reading stage upon oral mastery of a minimum of 800 English words and structures. All pupils will achieve this level by the end of one year of instruction.

A selected sample of pupils will be tested at mid-year and at the end of the year to assess mastery of oral English using the

Peabody Picture Test and a sample list of words and phrases which are to be provided by the Project staff.

2. Reading--After acquiring the necessary basic vocabulary and reading skills, pupils will read simple materials based on oral experiences and will progress to more complex material as their proficiency in English increases. A selected sample of pupils will be tested twice to determine their reading progress and proficiency using the test of Reading (Inter-American Series), and an informal reading inventory.

3. Writing--After pupils have learned to read they will begin to write what they have read.

   a. Given simple structures based on their oral experiences, the pupils will copy the material.

   b. Given a word with which they are familiar, the pupils will write a sentence.

   c. Given a theme or a picture, the children will write a short theme or paragraph describing the theme or picture.

   Samples of pupils' writing will be collected twice in appropriate grade levels to determine their progress in expressing themselves in writing.

III. Findings from Evaluations

A. School District of Philadelphia

1966-67 - Questionnaire surveys indicated that most pupils made progress in word pronunication, speech patterns, fluency, and school adjustment.

1967-68 - Written and spoken English comprehension improved; spoken Spanish in the classrooms decreased significantly.

1968-69 - Improvements: English knowledge and understanding in the areas of pronunciation, speech patterns and fluency; and improved adjustments to school.

1969-70 - Variations in class sizes and hours of instruction from school to school affected the quality of performance of some pupils.

1970-71 - Significantly different levels of pupil gain from school to school were probably attributable to differences in instructional setting and in grades served. All groups, however, made statistically significant gains on the Linguistic Capacity Index during their exposure to ESL.

1971-72 - Monitoring and questionnaire revealed the following differences: (1) Number of pupils taught by each teacher, (2) Instructional time varied from one hour to 26 hours per week, and (3) Instructional materials which were used. In each school, about two pupils entered and two left the project each month. The percentage of pupils in ESL for a second year varied from 0% to 45% in elementary school, and from 3% to 93% in junior and senior high schools. The use of the Linguistic Capacity Index was discontinued as an evaluative device because it was judged to be inadequate.

1972-73 - The curriculum was found to be structurally organized to emphasize the use of English: (1) In 50% of the schools, English was used exclusively during class periods; (2) students were learning to discriminate among sounds in 15 of the 24 observations made, and colloquial expressions were being used in 17; (3) students followed spoken English directions for classroom work; and (4) reading and writing taking place in various forms.

1973-74 - (Preliminary findings) Learning environments varied in quality from poor to excellent, with overcrowding and "floating" teachers being causal factors. Pupils appeared to be learning to speak and to comprehend English, but achievement will be assessed at the end of the year with an oral-language assessment instrument.

B. Title I Consultant

1. Program stresses cognitive skills in English and affective skills in Spanish, thus reducing children's confusion.

2. The program has had and is having an impact despite a number of problems:

   a. Overcrowding and constant flux of students.

   b. Not enough ESL time.

   c. Too few ESL teachers.

d. Conflicts between principals and program--principals want bilingual teachers to teach reading which isn't a program emphasis.

Recommendations:

1. Three hours of ESL time per day.
2. Continue program and increase funding for additional curriculum materials.

English as a Second Language - Readiness

Administrator: Charles McLaughlin
Operating Year: 1971-74
Grades Served: Kindergarten
No. of Pupils: 260
No. of Schools: 6
No. of Employees: Professional 4, Nonprofessional 12
Current Budget: $129,000

I. Purposes and Procedures

A. The child with limited English proficiency tends to achieve at a slower rate in first grade than his English speaking peers because he has not developed the readiness skills necessary for success in school. This may be attributed, in part, to: the effects of the environment in which he lives, the low expectations of his parents with respect to his success in school, and his probable low self-concept.

B. A center in each of the six schools will be staffed by one teacher assisted by two bilingual aides (parents of children). Teachers will be trained to work with language development programs which have proven to be successful in developing requisite skills in bilingual children, emphasizing the inquiry method, and stimulating language development. Classes will meet for two half-day sessions (or one full-day session) at each center in an informal classroom setting which incorporates a maximum of the cultural environment of the children. Funds will be made available to allow for transportation to and from local institutions (e.g., Franklin Institute, Zoological Gardens, Museum of Natural Sciences, Art Museum, etc.) and for experiences which will assist in vocabulary and concept development.

II. Objectives and Evaluative Techniques

A. To develop the children's readiness skills to a level designated as as prerequisite for success in school as measured by an appropriately selected test of school readiness.

B. To improve the language skills in English of participating children to the extent that a significant difference can be measured by means of the Elementary School Speaking Test in English and Spanish.

III. Findings from Evaluations

A. School District of Philadelphia

1971-72 - Sample of pupils made significant gains. Experiences provided appeared to have positive effects on achievement as measured by the ESST and upon readiness as measured by the Philadelphia Readiness Test.

1972-73 - Approximately two-thirds of the pupils developed sufficient readiness skills to attain scores at least equivalent to 90% mastery of items on the PRT. Average scores on the English section of the ESST increased significantly for both Anglo (pre-test mean = 37.5; post-test mean = 46.6) and Spanish speaking (pre-test mean = 32.9; post-test mean = 44.8) pupils.

1973-74 - (Preliminary findings) Pre-test scores similar to those of 1972-73.

B. Title I Consultant

1. Schools would like more parental involvement and are trying to instruct parents in better ways of interacting with the child.
2. The unsafe community adds to the rigid structuring of the children's environment by the parents. This hinders the children's develpment and adjustment to American culture and the regular school experience.
3. Children are forced to have reading classes in the hall.

Recommendation:

1. More classroom and play space.
2. Parental training sessions.

Enrichment Activities for the Deaf and Hard of Hearing

Administrator: Theresa Chletcos
Operating Years: 1973-74
Grades Served: 1-12
No. of Pupils: 120
No. of Schools: 1
No. of Employees: No additional staff needed; personnel expenses incurred for extracurricular services
Current Budget: $20,000

I. Purposes and Procedures

A. Purposes of the Project are:

1. To ease the integration of hearing-impaired children into extracurricular activities.
2. To improve communication between pupils and their families.
3. Maximum exposure to leisure time projects which will develop wholesome attitudes and provide a brighter spectrum of life in a hearing-impaired world.

B. Implementation

A longer school day will expand educational and enrichment opportunities. Individualized instruction, practice in communications skills, and vocational and recreational programs will be provided. There will be ample opportunity for student leadership and parental participation will be encouraged and, in some cases, required.

II. Objectives and Evaluative Techniques

A. Objectives

1. To provide students with opportunities to apply basic skills to selected enrichment activities and projects by extending their school day. (E.g., wood shop, cooking and other kitchen skills, gardening, knitting, dress-making, and arts and crafts.)
2. To develop marketable skills in seventh to twelfth grade students. (E.g., typing, bookkeeping, key punching, and printing.)

3. To promote better family communication by involving parents in activities with their children.

B. Evaluation

1. Average daily attendance of students will be reported.

2. Systematic monitoring will document student involvement in each enrichment and vocational activity.

3. A checklist of activities and of completed projects will be used to document pupils' progress.

4. A record of parent attendance in activities will be kept.

III. Findings from Evaluations

A. School District of Philadelphia

1973-74 - (Preliminary findings) Nearly 40% of the pupil population is enrolled in at least one project and many children are enrolled in more than one.

B. Title I Consultant

1. The Project is offering a variety of activities for the student population.

2. Measuring devices and data analysis techniques are well defined and will lead to acceptable evaluation.

3. The Project offers an additional service to handicapped children that could not be offered without Title I funds.

Recommendation: Increased funds for materials.

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Follow Through (ESEA Title I Component)

Administrator:	Leontine Scott
Operating Years:	1968-1974
Grades Served:	K 3
No. of Pupils:	6,284
No. of Schools:	18
No. of Employees:	Professional 40, Paraprofessional 282, Clerical 10
Current Budget:	Regular $2,876,000, Summer $38,000, Total $2,914,000

I. Purposes and Procedures

A. Follow Through was designed to continue and augment the gains made in Head Start. It aims to improve scholastic achievement by providing comprehensive compensatory services.

B. The Project brings together the resources of the school, community, and family in an effort to provide the necessary services. Seven models for the education of the young child have been selected for implementation at the various schools: Bank Street, Behavioral Analysis, Bilingual, EDC, Florida Parent, Parent Implementation, and Philadelphia Process.

II. Objectives and Evaluative Techniques

A. A Project such as Follow Through faces multiple problems in attempting to make specific objective statements. Many different model sponsors are represented, reflecting all the widely divergent approaches to early childhood education that have been proposed in our society. OE has been reluctant to demand uniform objectives and projected level of attainment commitments of the total program, but has gradually encouraged each sponsor to become more specific in this regard. Philadelphia, with its seven very different models, mirrors the national program situation. The local evaluation staff is working with model sponsors toward a greater degree of specificity, and is attempting to accumulate enough baseline data to be able to establish some reasonable, specific attainment levels across all models.

The broad objectives of the Program are:

1. To improve the acholastic achievement of the children by meeting their academic, social and psychological needs through provision of a comprehensive service program for both the children and their parents.

2. To provide an individualized instructional program adjusted to

the ability level of the child, in order to increase his productivity, self-expression and self-confidence.

3. To develop reading skills, such as word recognition, word analysis and comprehension.

4. To improve ability to communicate orally and in writing.

5. To develop the ability to listen discriminately.

6. To develop greater proficiency in mathematics skills.

7. To provide a continuous in-service program for all staff, administrators and parents.

8. To provide the health services, diagnoses and treatment necessary to promote the child's educational, emotional and physical development.

B. OE's present approach to objectives in terms of measurability and performance is indicated by the National evaluation design which focuses on Follow Through-Comparison Group, and intra-program, model comparisons on a norm-referenced achievement instrument and various non-cognitive measures. The National battery consists of the Metropolitan Achievement Test (K-3), the Raven's Progressive Matrices, Coopersmith Self-Esteem Inventory, and Intellectual Achievement Responsibility Scale (Grade 3). A classroom observation instrument developed by Stanford Research Institute is also employed, as well as parent interviews and teacher survey instruments.

A major portion of local evaluation efforts must be devoted to coordinating National evaluation efforts in the Fall and Spring of each year, but local evaluation has established an evaluation design complementary to the national approach, paralleling the latter in its comprehensive concerns.

III. Findings from Evaluations

A. School District of Philadelphia

1968-72 - Descriptive data relative to making the Program fully operative.

1972-73 - Two hundred thirty-four of the 309 teachers assigned to the Program in 1968 were still in the Program in Spring 1972. Of a total of 8,037 pupils identified as having Follow Through exposure of at least five months' duration since 1968, slightly more than 70% had continued through Spring 1972. Those with Head Start or equivalent experience had continued at a higher rate (74-75%).

The Program elicited very few negative votes about its continuance, but there were suggestions for modifications. Some common suggestions were changes in administrative and financial procedures, more staff selectivity, changes in and/or combinations of models or model components, and better federal and other sponsor support, with better evaluation efforts at all levels.

Two of the seven models emerged as effective approaches across all grades (K-3), as measured by citywide achievement tests, from both cross-sectional and quasi-longitudinal approaches.

1973-74 - (Preliminary findings) It appears that the Project as a whole is operating at a level that will yield further improvements over former years. It seems likely that the impact of the Behavior Analysis Model and the Bank Street Model will be greater than that of the other models.

B. Title I Consultant

1. It is clearly evident that effective administration, and cooperation, and collaboration with all parties (research and evaluation, community and parent advisory groups as well as national sponsors) have made possible an invaluable solid base for large scale improvements in public early education in Philadelphia schools.

2. The tangential effects of Follow Through into other programs are documentable:

   a. Many alternative school programs have incorporated aspects of Follow Through.

   b. An extension of Follow Through into three schools has been funded from an outside source for the 4th, 5th, and 6th grades, due to its effectiveness.

   c. A cost-effectiveness figure of $325 per child/year has been established. (Prototype cost of $750 helpful, but not essential).

Recommendation: This program is carefully and deliberately efficient as well as effective, meeting its objectives as designed. It has my clear endorsement for continuation with strong support.

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Instructional Management Project

Administrator: Sylvia Charp
Operating Years: 1971-74
Grades Served: 7-8
No. of Pupils: 2,300
No. of Schools: 6
No. of Employees: Professional 9, Paraprofessional 6, Clerical 6

I. Purposes and Procedures

A. The Project is an attempt to provide a systematic program of individualized instruction to address, in an established priority order, the most important minimum objectives in basic skills areas set by and for the schools involved in the Project.

B. The Project is a basic education program in that the objectives taught represent a sub-set of educational objectives that define those skills in which every child should have competence before leaving the eighth year of school. Learning takes place through independent study packets, student tutoring, and teacher tutoring. Each step in the learning sequence is prescribed by a computer algorithm which matches the learning packet to the needs and characteristics of the student. Computer terminals located in participating schools (it is impossible, from available documents, to determine whether there are three, four, five or six schools) are connected by special telephone lines to a large central computer. Students and staff use the computer terminals for obtaining instructional prescriptions, updating student histories, and modifying the curriculum catalog.

II. Objectives and Evaluative Techniques

A. The overall goal of the Instructional Management Project is to provide a basic education program of individualized instruction specifically designed to bring all middle and junior high school students to defined levels of mastery in specific educational objectives

In terms of instructional programming, the general objective is to provide a systematic program of individualized instruction to address, in an established priority order, basic educational objectives set by and for each participating school.

B. The evaluation system is directed toward (1) student evaluation, (2) instructional materials evaluation, and (3) project evaluation.

Student evaluation within the project is made using tests indigenous to the project itself. Instructional materials are evaluated by means of observation of quality and consistency of design as well as effectiveness in instruction. A comparative evaluation of project effectiveness addresses the question of whether or not non-participants learn the materials as well as participants.

III. Findings from Evaluations

A. School District of Philadelphia

1971-72 - Students achieved a completion rate of 90% with respect to the initial testing of 12 of the first 20 cognitive objectives. Revision of materials with low completion rates was initiated.

1972-73 - Center established to serve eighth grade at Pennsylvania Advancement School. Intermediate data indicated a rate of success similar to that of 1971-72.

1973-74 - (Preliminary Findings) If the Project's operation in the second half of the year matches its first-half operation, the Project should meet all its objectives.

B. Title I Consultant

1. The Project description seems to label "basic skills" to mean any curricular area which seventh and eighth grade students have failed to master.

2. The Project's three main components offer an exemplary pattern of instruction which has general applicability.

3. The Project's instructional techniques have not been disseminated widely enough to satisfy concerns of cost effectiveness. Although it may not be economically feasible to inaugurate a computer system of instructional management for all educationally deprived youngsters, the other IMP components are generalizable and should not be limited to a small project that serves less than 3,000 only two hours a week.

Recommendations:

1. While the Project might be maintained as a research and development effort, its greater value lies in improvement of teaching practices in ordinary classrooms which are not equipped with sophisticated and expensive computers.

2. Attention should be given to reorganizing the IMP so that its professional staff is used to establish IMP centers in every Title I school, including staff development with teachers to implement those programmatic aspects which are possible in the absence of computer terminals.

3. Development and distribution of "learning packets" might legitimately be assigned to the School District division officially designated as "Curriculum Development."

Intensive Learning Center Project

Administrator: James H. Lytle
Operating Years: 1969-74
Grades Served: K-4
No. of Pupils: 258
No. of Schools: 1
No. of Employees: Professional 7, Paraprofessional 10, Clerical 1
Current Budget: Regular $186,000, Summer $15,000, Total $201,000

I. Purposes and Procedures

A. The Intensive Learning Center is an innovative school aiming at exemplary instruction for elementary-age pupils, at curriculum development, and at staff development. The purpose of ILC is to provide a strong skill-centered program for children who: (1) require a great deal of individual attention; (2) find it difficult to work in large groups, or to work with other children; (3) are underachievers; and (4) have poor records of attendance.

B. The school is located on the sixth floor of a converted factory building. With the partial exception of a small group of the youngest and least mature pupils, team teaching, nongradedness, and individualization are the rule. "Flexible teaching space" (60' x 60' rooms) and large groups of pupils (approximately 100) also are common to the two "houses" within ILC.

Several modes of instruction are available in each house with an attempt to select the mode which best fits the learning style of the individual pupil. Modes of instruction include:

1. Individually Prescribed Instruction.
2. Sabre Computerized Reading Program.
3. Stern Reading Program.
4. Organic Language Approach to the Teaching of Reading.

A Parent Involvement Program patterned on the Florida Parent Educator Follow Through Model is an adjunct to the instructional program.

The Staff Development Project emphasizes training in basic skills teaching, classroom management, open classroom dynamics, instructional theory, and dimensions of teacher competence which relate to teacher effectiveness.

II. Objectives and Evaluative Techniques

A. Objectives for the instructional program are:

1. Students in grade 3 will show more growth in reading and mathematics achievement than predicted for pupils of equal percentile rank nationally.

2. Academic growth in grade 3 for 1973-74 will be greater than that from the previous year.

3. Third and fourth grade children served by the Parent Involvement Program will maintain or improve upon the academic achievement of grades one and two.

4. Attendance will be significantly better than at the four feeder schools.

B. The California Achievement Test will be used to assess objectives 1, 2, and 3 for students in grades 1-4. The Metropolitan Reading Readiness Test will be administered to kindergarten children. When pre-test/post-test data cannot be developed, baseline data will be developed.

Attendance records at ILC and the four feeder schools will be used to assess objective 4.

III. Findings from Evaluations

A. School District of Philadelphia

1969-70 - Third, fourth, and fifth grade pupils progressed in reading and in arithmetic concepts; second grade pupils improved in reading comprehension; first grade pupils made gains in arithmetic.

1970-71 - Sixth grade pupils gained from 1.2 to 2.4 years on the subtests of the Iowa Tests of Basic Skills between 1969-71, with the overall composite gain being eight months. Fourth grade pupils gained nine months in reading (CAT) and fifth grade pupils gained 10 months during the 1970-71 school year. In arithmetic skills, fourth graders gained four months (SAT) and fifth graders seven months.

1971-72 - Pupils made progress in the basic skills (with the exception of vocabulary skills in grade 4) which ranged from .4 year to 2.8 years in one year. Forty-four percent achieved at the rate of at least one year in a year's time. There were no substantial increases in the number of pupils approaching the national norm except in arithmetic concepts and reading comprehension for some pupils, and there were no increases in the number of pupils achieving at a level above the national norm.

1972-73 - Normal progress in the Informal Reading Inventory would be two book levels per year. Among Middle House pupils (N = 111), 54% gained one book level or less, 16% gained two book levels, and 30% gained three or more book levels. Among Upper House pupils (N = 113), 57% gained one book level or less, 22% gained two book levels, and 21% gained three or more book levels. Thus, a little less than half, instead of the projected 75%, of the pupils were achieving in reading commensurate with the objective. Iowa Tests of Basic Skills results showed that in all but the Upper House, pupils were not maintaining pace with the national norming population.

1973-74 - (Preliminary findings) Achievement goals cannot be measured at this time because full-year growth scores are used. Attendance figures through December 1973 indicate a positive difference of five percentage points between ILC and feeder school pupils.

B. Title I Consultant

1. Emphasis on an individualized, school-wide basic skills program to provide students with continuity of instructional approaches to basic skills instruction should be retained.

2. The enrichment program appears to be consistent with research on child development and should be continued.

3. ILC should determine whether its mission is to accept primarily those students experiencing special learning and adjustment problems or whether its student population should reflect the normal range of achievement and behavior at the feeder schools.

4. All students at ILC are Afro-American. The feeder schools are, respectively, 99%, 91%, 29%, and 17% Afro-American, with one having a concentration of Puerto Rican students. The Title I Committee may find it desirable to recommend that ILC be integrated with English-speaking Puerto Ricans and with Anglos.

5. ILC should settle on an instructional model for at least two years and really assess its effect on students.

Recommendation: While no program, no matter how enriched, can assure student achievement, the ILC model is an enriched and important model to pursue, one certainly earning continued support from Title I.

Itinerant Hearing Service

Administrator: Marechal-Neil E. Young
Operating Years: 1971-74
Grades Served: K-12
No. of Pupils: 152
No. of Schools: 75
No. of Employees: Professional 11
Current Budget: Regular $129,000, Summer $3,000, Total $132,000

I. Purposes and Procedures

A. The Project is designed for hearing-impaired pupils who experience difficulty in communication with resultant defective receptive and expressive language abilities.

B. The itinerant hearing therapist examines pupils with hearing losses specified in the state standards. These pupils are evaluated with respect to functional hearing and ability to lip read, language development, and progress in learning. Pupils in need of therapy are enrolled two to four times weekly and are provided with a comprehensive program of therapy fitted to their individual needs. The hearing therapist also performs the following functions: (1) close cooperation with classroom teachers to help plan programs for specific pupils; (2) helps to arrange tutorial assistance; (3) parent counseling and education to enable parents to understand the psychological and educational implications of hearing loss and the specific personality and academic needs with which they may assist; (4) direct communication with agencies concerning pupil's audiological diagnosis, hearing aid prescription, medical treatment, and educational assessment.

II. Objectives and Evaluative Techniques

A. Objectives

1. To provide services to hearing-handicapped children from regular classrooms to increase communication skills so they may become more effective learners.

2. To provide vocational counseling so that the aspirations of the hearing-handicapped may be realistically met.

3. To provide consulting services to professional staff, including classroom teachers to facilitate their communication with the hearing-impaired child.

B. Evaluation

1. Systematic monitoring of services provided by the Itinerant Hearing Specialist will be conducted to provide data on the types and quantity of services provided.

2. An appropriate instrument will be administered to the hearing-handicapped to determine their improvement in overall communication ability utilizing visual and auditory cues (e.g., Quick Test, Goldman-Fristoe-Warnock Test of Auditory Discrimination, and Myklbust Test of Speech Reading).

3. A longitudinal design will be implemented to provide data on hearing-handicapped school children's educational achievement. A teacher questionnaire will be developed to determine children's progress in the classroom.

III. Findings from Evaluation

A. School District of Philadelphia

1971-72 - Two hundred twelve pupils received services. It was found that some children probably needed Resource Room help.

1972-73 - Analysis of teacher ratings of pupils' cognitive performance revealed that 90 of 123 children maintained or attained average or better ratings by the end of the treatment sessions.

1974-75 - (Preliminary findings) It is expected that individual services will help to remediate the diagnosed handicaps.

B. Title I Consultant

1. The Project provides a beneficial service to the hearing-impaired and is in keeping with the trend to integrate the exceptional child into regular classrooms whenever possible.

2. The use of teacher rating of cognitive performance is neither reliable nor valid in measuring academic performance.

3. Project personnel identified these problems: (a) Children needing services are difficult to locate, involving a time factor which is not included in case load accounting; (b) All children identified as possibly requiring services must be evaluated at available clinics for admission to the program. This requires parent cooperation and, for several reasons (lack of transportation, working parents, etc.) a child may not be taken to a clinic; (c) Children need to be identified early and, at present, there is no pre-school program on which the present program can build; (d) There is need for more staff development for hearing therapists than can be provided at the present time; (e) Since certification as a hearing therapist has not as yet been determined by the State, teachers are required to be certified as either teachers of the deaf or speech therapists. Differences in the training programs indicate the advisability of in-service training.

Recommendations: 1. Therapists should establish more uniform specific procedures for their assessment of the students which would lead to a profile of each student in specific terms.

2. Greater emphasis on prescriptive teaching techniques in therapy sessions should be fostered.

3. There is need for a more formal assessment of goals than is indicated. This might be more easily achieved by identifying the major needs of the total population and limiting formal assessment to these areas, rather than attempting to assess the myriad needs of the total population. Once the major areas have been identified, it would be possible to apply a suitable pre-and post-test measurement, or base line technique as applicable.

Kindergarten Aides and Supervisors Project

Administrator:	Frances Becker
Operating Years:	1967-74
Grades Served:	PK-K
No. of Pupils:	12,800
No. of Schools:	85
No. of Employees:	Professional 0, Paraprofessional 130, Clerical 0
Current Budget:	682,000

I. Purposes and Procedures

Kindergarten pupils in Title I schools have the need for: (1) a positive beginning school experience; (2) development of problem solving skills; (3) improvement of language facility and vocabulary extension; (4) development of skills and understanding basic to reading and number experience; (5) development of a greater appreciation of self; and (6) development of social awareness through interaction and involvement.

The presence of an aide in each kindergarten increases the possibility for meeting needs as enumerated. Kindergarten supervisors, through workshops, seminars, child development conferences, and individual teacher observations and evaluations, develop with the teachers the types of organization which encourage greater involvement on the part of the children, parents, and teachers.

II. Objectives and Evaluative Techniques

A. To enable teachers to better implement an individualized and small group instructional program.

1. Reduction of adult/pupil ratio.

2. More children will be able to ask and have questions answered.

3. More children wil have individualized help in cognitive skill areas.

B. To provide the services of an additional person to assist in housekeeping and clerical tasks so that more teacher time can be spent with children.

The percentage of time spent in small group and individualized instruction will be monitored and the instructional and noninstructional tasks which aides perform will be monitored.

The Stanford Early School Achievement Test will be used to assess improvement in cognitive skill areas.

III. Findings from Evaluations

A. School District of Philadelphia

1967-68 - Pupils with aides received more individualized attention, but no significant differences were noted in readiness scores between KAS and non-KAS pupils.

1968-69 - No significant differences in readiness scores of KAS and non-KAS pupils. Fulltime and 1/3 time aides more effective than ½ time aides, KAS time in classroom did not affect teacher behavior.

1969-70 - Staff development sessions useful and kindergarten supervisor perceived by teachers as useful.

1970-71 - Kindergarten aides reduced the number of non-instructional tasks performed by the teacher and increased the amount of individualized or small group instruction for pupils. Individualization occurred when aides were used for instructional tasks, but not when they were used primarily for noninstructional tasks.

1971-72 - This aide program more self-contained and efficiently operating than other aide programs. This is because kindergarten aides are assigned to only one grade, with minimal problems in deployment or supervision.

1972-73 - Aides participated in a variety of activities, but most frequently in instructional tasks.

1973-74 - (Preliminary findings) Most principals, aides, and teachers expressed the feeling that the aide was very helpful in instructional tasks, assisting with neighborhood walks and bus trips, moving quickly in emergency situations, and general assistance with classroom management. Of lesser importance was the role of the aide in performing clerical duties -- tasks which some teachers preferred to do themselves.

B. Title I Consultant

1. Interviews revealed a number of problems which vary from school to school and from district to district. However, the problems enumerated below are of sufficient frequency across districts that they would appear to be of more significance than the data which have been collected.

a. Arbitrary placement by the principal is widespread.

b. Training of aides insufficient and often nonexistent.

c. Often too many adults in one classroom [illegible] in some cases as many as five.

d. The practice of kindergarten teachers "sharing" an aide is not infrequent.

e. Unpleasant interpersonal situations: (1) Black aide--white teacher, (2) experienced aide--beginning teacher, (3) highly skilled teacher--untrained aide.

f. Conflicting educational philosophies: (1) typical kindergarten activities often viewed by aides as inappropiate in a school setting, i.e., children are not "learning", (2) structured teacher/permissive aide, (3) permissive teacher/structured aide, (4) appropiate disciplinary measures.

g. Aides often perceived by themselves and others as second-class citizens.

2. Continuing confusion about the role and function of aides on the part of both teachers and aides.

3. A key element--in-service training of aides--appears to have been given short shrift.

Recommendation: Funding be continued only if the questions of: (1) Selection, (2) Placement, and (3) In-service training are addressed.

Learning Centers Project - Mathematics

Administrator: Lore Rasmussen
Operating Years: 1966-74
Grades Served: PK-12
No. of Pupils: 1,890
No. of Schools: 8
No. of Employees: Professional 23, Clerical 1
Current Budget: Regular $353,000, Summer $14,000, Total $367,000

I. Background

The Learning Centers Project is currently comprised of four parts which perform services either to children directly, to teachers, to schools, or to the parent community.

Learning Center Laboratories are located in 10 Title I schools widely scattered throughout the city. The Learning Center, K-5, at Durham School is the most advanced example of a Learning Center Laboratory. All teachers are in continuous in-service training; parents are prominent participants; older children teach younger ones; the children use the whole community as a resource; all learning is interrelated without fixed timetables; noncoercive respect replaces a multitude of rules; grades are replaced by individual child appraisal; goals are set by the individual child and the teacher cooperatively.

II. This summary deals specifically with the Mathematics component. The following represents all references to Mathematics; (or Mathematics related topics) contained in the Project proposal, Digest of Annual Evaluations-ESEA Title I Projects, and the evaluation of the Title I Consultant.

A. Project proposal

1. Needs of Pupils--Grades 1-3
. . . . . more emphasis must be given to the cognitive aspects, the need to generalize from the here and now, the development of the tools and capacities for symbolization (encoding and decoding of experience) in the forms of mathematical notation, graphs, maps, ...

2. Objectives
The average (i.e. median) child in this Project will rank above the 50th district percentile on the California Achievement Tests--(Mathematics Subtest.)

3. Methods, Procedures

. . . . . Experiences are presented directly, choices are given and then experiences are translated to symbols, either in mathematical notation, or reading materials or maps . . . . . Problems from mathematics, commerce, crafts, communication and community studies, and daily life provide the "curriculum" and children use tools (typewriters, adding machines, etc.) to assist them.

At the F. Douglass School, the Project has developed and supported a suite of facilities, including a math lab . . . . .

B. Digest of Annual Evaluations-ESEA Title I

1966-72 - No mention of Mathematics.

1972-73 - It can probably be inferred that both reading and mathematics are included in the following:

Comparisons of the percentages of students above the national median or below the national 16th percentile (CAT) showed good improvement, except for one grade at Durham. From 1972 to 1973, four of five grades improved in both categories. The fifth grade declined on both indices.

C. Title I Consultant

No substantial data provided for evaluation of mathematics learning.

Recommendations:

1. Establishment of criteria for assessing mathematics learning as it relates to the Project.
2. Articulate the effect of the math lab experiences in the form of objectives in subsequent proposals.

Motivation (Component "A")

Administrator:	Rebecca Segal
Operating Years:	1966-74
Grades Served:	10-12
No. of Pupils:	4,600
No. of Schools:	10
No. of Employees:	Professional 37, Paraprofessional 9, Clerical 12
Current Budget:	Regular $751,000, Summer $12,000, Total $753,000

I. Purposes and Procedures

A. The Project is designed to supplement regular instruction, particularly in the areas of Mathematics and English and to provide cultural experiences as part of the educational process.

B. At the end of ninth grade, participants are selected on the basis of their scholastic records and achievement test results. Each week for the next three years they receive approximately 10 extra hours of instruction in a combination of English, Mathematics, Physical Science, and Social Science courses.

Some Motivation students also participate in projects designed to provide experiences in music, drama, science, and art Some of these projects are:

(a) Host Visit - Students visit the homes of noted residents and discuss a variety of topics with their hosts.

(b) Motivation Tutorial - One project for short term remedial aid and another for advanced work are sponsored by teachers, college students, and community residents.

(c) College Co-op - Students who have approval of parents and teachers spend each Friday on a college campus enrolled in four elective courses.

(d) After School Clubs - Electronics, power sewing, dressmaking, photography, chemistry, ecology, and ornithology are provided.

(e) College Chemistry - A chemistry course for advanced students is conducted at St. Joseph's College.

II. Objectives and Evaluative Techniques

A. Major Objectives are:

1. To increase the achievement level of underachieving high school students in reading and study skills as indicated by a minimum of one year's growth in one academic year as measured by a standardized reading test.

2. To improve basic Mathematics skills as indicated by a significant difference in pre- and post-scores on a Mathematics test.

3. To attain 80% student participation in out-of-class cultural and educational activities.

4. To increase community participation in cultural, career and academic activities at each school.

III. Findings from Evaluations

A. School District of Philadelphia

1966-67 - Students showed improved classroom performance, higher educational and occupational aspiration levels, greater expectations of success, and a reduced dropout rate.

1967-68 - Students showed improvement in basic skills and a positive attitude toward going to college.

1968-69 - Students showed higher initial test scores (SCAT) than nonparticipants, but post-testing showed very little gain over initial scores. Of the graduates returning the 1968 follow-up questionnaire, 81% were attending a college or university, 18% were employed, and 1% neither employed nor attending college.

1969-70 - The longer students participated in the Project, the higher their vocational aspirations were likely to be. There was some evidence that the Project improved students' attitudes toward school and learning. This effect was not noted in the individual schools, but was dependent upon the combined effects of all participating schools.

1970-71 - Motivation students had higher attendance rates and fewer latenesses than non-Motivation students. In equal samples, approximately twice as many Motivation as non-Motivation students were accepted into colleges and other post-high school programs.

1971-72 - Motivation students attended a variety of cultural events and were involved in seeking post-high school education.

1972-73 - While adhering to the general guidelines of the Project, each school made adaptations in terms of its own constraints and needs. Of 161 randomly selected students who were tutored at six schools, 82 (51%) improved their grades, 9 (6%) declined, and 70 (43%) showed no change.

1973-74 - (Preliminary findings) Project's current operation similar to that of past years.

B. Title I Consultant

1. Attendance rates for 11th and 12th graders compared favorably with citywide averages.
2. Fifty-three (75%) of the respondents to a questionnaire sent to 200 graduates indicated they were attending a college or university. Nine (13%) indicated they had already graduated from a post-high school program.
3. Students had opportunities to attend a variety of cultural events, with plays and concerts being offered with greater frequency than other events.
4. No records of academic progress were made available and there was no evidence of program monitoring through academic achievement rates.
5. Some schools are not conforming to the minimum criteria of the Project as stated by the Director:
    a. Currently, and in the past, William Penn's Motivation classes have been rostered the last period. Attendance forms document that few students were sufficiently motivated to remain so late in the day. Attendance is voluntary and, according to the Director, "It is no more than an infrequently attended tutoring session."

    b. Motivation students at Kensington are counseled by the regular school counselors because the principal will not permit a full-time Motivation counselor for participants.

Recommendation: The Project should be continued, but with the following changes:

1. There should be no institutionalized program of tutoring. Funds for tutoring should be provided only when there is a need.

2. Standardized test results should be used as one means of monitoring student progress.

3. All schools should conform to minimum Program criteria or should provide research to demonstrate the effectiveness of alternatives they have selected.

4. Experienced substitute teachers should be provided when teachers are on cultural and educational trips and teachers should not be paid to chaperone after school events.

5. If one aspect of the Program is to motivate and to improve students' self-image, guidelines should be developed and strictly enforced to assure that the faculty and the staff are racially integrated.

Motivation (Component "B")

Administrator:	Charles McLaughlin
Operating Years:	1971-74
Grades Served:	9-10
No. of Pupils:	600
No. of Schools:	3
No. of Employees:	Paraprofessional 30
Current Budget:	$60,000

I. Purposes and Procedures

A. Purposes of Component "B" are the same as those of Component "A" with special emphasis given to dropout prevention.

B. Component "B" located in three Non-Public High Schools, gives special attention to improved reading skills for ninth and tenth graders. Students are selected on the basis of low performance/high potential. Parents are employed as remedial reading aides.

II. Objectives and Evaluative Techniques

Same as those for Component "A."

III. Findings from Evaluations

A. School District of Philadelphia

1971-72 - Descriptive data indicated that students reacted favorably to the ideas, techniques, and activities of the Program.

1972-73 - Test results indicated an acceptable gain in reading comprehension (Gates-Maginitie Reading Test) for ninth grade students and no change for tenth graders in the two schools for which data were available.

1973-74 - (Preliminary findings) Small group tutorials appear to be an appropriate means for improving Mathematics and Reading Skills.

B. Title I Consultant

The consultant pointed to the inconsistency of the 1972-73 data.

Recommendations:

1. Funds should be allocated for the training of parent aides.
2. A thorough and consistent record keeping system must be developed and maintained.
3. A wide variety of reading materials should be available.

Multi-Media Center Project

Administrator:	Charles McLaughlin
Operating Years:	1968-74
Grades Served:	K-12
No. of Pupils:	11,150
No. of Schools:	53
No. of Employees:	Paraprofessional 4, Clerical 1
Current Budget:	Regular $97,000, Summer $12,000, Total $109,000

I. Purposes and Procedures

A. The Multi-Media Center is designed for the purpose of extending the capability of the staff in many projects by providing them with materials and techniques that increase the reality of the concepts they are developing by the use of various combinations of materials with a multi-sensory approach.

B. The Center and its facilities are utilized by the staffs of Title I projects (nonpublic schools). Software is housed in the Center and is on loan to all participating schools. Catalogues of available software and equipment are located in the participating schools. The Center provides such supportive services as: Circulation of software, provision of consumable audio-visual materials, repair and maintenance of equipment in the schools, and in-service training of staff and faculty.

II. Objectives and Evaluative Techniques

A. The objectives are:

1. To establish a clearinghouse of audio-visual and instructional materials that are related to the curricular needs of pupils and teachers in the target area schools.

2. To provide teachers, paraprofessionals, and students with in-service training in effective use of both hard and software.

3. To provide in-service training for the faculties of eligible schools to develop their skills of inquiry science teaching as indicated by an observable increasing frequency of appropriate inquiry behavior and techniques.

B. Evaluation of all objectives will be made by means of:

1. A project specific survey, Assessment of Services, will be issued to each participating school. The principal, teacher, and/or coordinator will respond to the 13 item rating scale by indicating their evaluation of the kinds of materials, the effectiveness of the training, and the adequacy of services provided by the Center. The ratings will be converted into scores and, subsequently, reported in descriptive terms.

III. Findings from Evaluations

A. School District of Philadelphia

1968-69 - Enabling objectives accomplished.

1969-70 - Internal evaluation - no formal report prepared.

1970-71 - Utilization records revealed that integration between the classroom curriculum and MMC was taking place.

1971-72 - Highly positive ratings were attained by the Project with respect to its in-service training program and supportive services considered prerequisite to the attainment of instructional goals.

1972-73 - The ratings generally ranged from good to superior on all aspects of MMC.

1973-74 - (Preliminary findings) Records of the MMC indicate that the Center is providing the materials, equipment, services, and training requested by the participating schools to help them meet the curricular needs of their students.

B. Title I Consultant

1. The objective or providing materials and equipment to participating schools has been implemented.
2. Materials were observed in use by small study groups and as self-instructional devices as well as by teachers.
3. Evidence for attainment of the objective of in-service training was not readily available to this consultant.

Recommendation: Funding should continue, but Project staff should be encouraged to further develop their efforts in the in-service training of classroom teachers.

Music Specialist Teachers Project

Administrator: Edwin Heilakka
Operating Years: 1966-74 (Terminated June, 1974)
Grades Served: 4-6
No. of Pupils: Public 7,500, Nonpublic 100
No. of Schools: 28
No. of Employees: Professional 19
Current Budget: $261,000

I. Purposes and Procedures

A. This Project provides children with a variety of opportunities to gain proficiency in some music-making activity. It also provides extra opportunities for musically gifted children to develop specific musical skills, and for all children to become familiar with music of all periods, styles, and cultures, including popular youth music in all of its forms.

B. MSTs will provide 45-60 minutes of instruction per week to fourth through sixth grades in addition to the 30 minutes of music instruction already provided. Classes will be organized on a laboratory-instrument study basis. All music laboratories will be equipped with electric organ, piano, tape recorder(s), xylos, melody bells, chromatic bar bells, autoharps, melody flutes, percussion instruments, and guitars. All classes will develop instrumental performance ensembles and through Young Audiences, Inc., concerts will be presented in all the schools. These concerts will bring students into close contact with professional musicians, their instruments and their music.

Teachers will participate in a special orientation session and in workshops with the Project Administrator, teacher in charge, and District Music Supervisors.

II. Objectives and Evaluative Techniques

A. Objectives are:

1. To provide students in Title I schools with a structured and creative "laboratory-instrumental" approach to the study of music that is more intensive and concentrated than the usual Philadelphia "general music" approach.

2. To provide participants in grades four, five, and six with a graded and increasingly complex study of music so that they will learn to:

   a. understand the physical properties of music.

   b. read music notation and related symbols.

   c. perform on a variety of instruments.

   d. create music, improvised and notated, with instruments, microphone and tape recorder.

e. establish contact and have rapport with professional musicians and teachers.

f. find outlets for leisure time.

g. improve language arts.

B. Systematic classroom observations, using the Observation Checklist, will be conducted to evaluate the nature of classroom music activities, the difference in the amount of instruction between Title I and non-Title I music classes, and the degree of utilization of musical instruments and laboratory equipment.

III. Findings from Evaluation

A. School District of Philadelphia

1966-67 - MST pupils showed greater ability than non-MST pupils to read music, deal with musical concepts, and perform on musical instruments.

1967-68 - Classes served by MST showed better performance than most non-MST classes in total group singing, discrimination in high-low tonal differentiation, and complex note-grouping identification.

1968-69 - MST classes showed a higher aural discrimination than non-MST classes. Music aptitude scores were at the same level in both groups.

1969-70 - MST children scored slightly higher than non-MST children on the Music Achievement Test and the vocal performance of MST pupils was rated higher.

1970-71 - While the individual lessons observed were of high quality, the quantity of exposure was limited. Although 75% of the classes were described as interested, cooperative, and participating, the regular teacher was absent in 80% of the classroom while the MST was present.

1971-72 - Twenty-four observations revealed that MSTs were well received. The regular teachers was present in 28% of the cases.

1972-73 - Observations during 15 visits indicated that pupils were either singing or playing instruments or studying about music and musicians, 86% of the time. MSTs were taking part in staff development 27% of the observation time. The average observed MST was serving 2.6 schools and had an instructional period of 40 minutes per class every other week.

1973-74 - (Preliminary findings) It was ascertained from interviews that, in eight of the ten schools visited, the MST taught other than grades 4,5,6. In two-thirds of the schools visited, the classroom teacher did teach an additional 30 minutes per week of music instruction. However, only one classroom teacher remained to observe the MST conducting a lesson with the class.

B. Title I Consultant

1. Future planning should include development of more definite criteria for use of MSTs in terms of types of learning experiences.

2. Exact role of MST in designated schools needs definition.

Recommendations:
1. Continue program through end of year.
2. There should be a written planned program for remainder of year.

Out of Schools Sequenced Science Experiences Project

Administrator:	Fred M. Hofkin
Operating Years:	1967-74
Grades Served:	6
No. of Pupils:	Public 980, Nonpublic 420
No. of Schools:	21
No. of Employees:	Instructional personnel provided by Franklin Institute
Current Budget:	$50,000

I. Purposes and Procedures

A. The Project is designed to promote the knowledge and understanding of selected basic concepts of biological and physical sciences as they pertain to the pollution of our environment (air, water, land). In addition, the Project attempts to encourage interchange of ideas and cooperative work between classmates of different races, national backgrounds, and religions.

B. A sixth-grade class of Black children from one school is paired with a sixth-grade class of white and/or Spanish-speaking children from another school for science experiences at the Franklin Institute. The paired children meet together for a full day per week for a six-week cycle. Each weekday, a different pair of schools participates, thereby involving 10 schools per week. The Program will be presented for four cycles, and, accordingly, will involve 40 schools and 40 teachers. Parents will be invited to participate in the programs at the Institute and in follow-up activities in the individual schools.

The paired children begin each day in an inquiry based workshop activity which is followed by a developmental period in which they arrive at concepts and principles based on their workshop experience.

The paired children have lunch together and travel together to visit and study municipal installations dealing with urban environmental problems.

Teachers are provided with materials by the Franklin Institute staff for follow-up activities in the home school.

Children will make working models at the Institute illustrative of the science principles learned and take these back to their home schools.

II. Objectives and Evaluative Techniques

A. Students should develop skills understandings, attitudes, and cognitive knowledge as indicated in the following objectives:

1. To increase the pupils' knowledge and understanding of selected basic concepts of biological and physical sciences as they pertain to the pollution of our environment.

The attainment of this objective will be measured by a revised Science Achievement test developed to measure cognitive learning resulting from the Franklin Institute experiences and related field trips.

2. Interaction with classmates of different racial, religious, and national backgrounds in order to promote understanding and decrease social isolation.

   An observation form especially designed to measure the amount of constructive social interaction occurring between children from the paired schools will be developed by the Office of Research and Evaluation.

III. Findings from Evaluations

A. School District of Philadelphia

1967-71 - Participants obtained significantly higher scores on a science achievement test than non-participants. No measurable differences in attitudes were obtained.

1971-72 - Conditions considered essential to the attainment of objectives were consistently provided in the morning phase of the Project, but they were not consistently fulfilled in the extended afternoon programs involving field trips. Students made significant gains in science achievement, but changes in attitudes were not detected by use of the instrument, Six American Twins on a Bus.

1972-73 - Cognitive gains from pre-test to post-test were significant. Constructive interaction between children from the paired schools was observed.

1973-74 -(Preliminary findings) Indications are that children are learning basic science principles. Positive verbal and nonverbal interaction, both cognitive and affective, between Project students has been reported by teachers and observed by evaluators demonstrating that these students of varied racial, ethnic, and religious backgrounds are working and playing together in a cooperative way.

B. Title I Consultant

1. I believe the Program is a rather costly way to do, to a limited extent, what the schools themselves should be doing more of in the normal course of events, and at considerably less expense. But, regrettably, the schools are not teaching very much science. Therefore, many children either get this kind of science, or they do not get it at all.

2. The extent to which the activities of the Program are integrated with what goes on in the classroom depends on the classroom teacher.

3. The Program presently includes about 60% Black children, 15% Puerto Rican children, and 25% white children.

4. In an effort to create more interest in reading, the Program intends to publish its own magazine. This will include student reports about what they did at the Franklin Institute and how they feel about their involvement in the Program.

Recommendation: I recommend that the Program be continued, but that it be more closely integrated with what goes on in the classrooms during the four days of the week that children are in school.

Parent School Aides Project

Administrator:	Charles McLaughlin
Operating Years:	1968-74
Grades Served:	1-8
No. of Pupils:	12,800
No. of Schools:	47
No. of Employees:	Professional 1, Paraprofessional 270, Clerical 1
Current Budget:	$724,000

I. Purposes and Procedures

A. The Project is designed to improve the reading and mathematics achievement of pupils by exposing them to a number of different adult figures who will provide individualized instruction. The introduction of large numbers of parent aides into urban classrooms represents a major structural change in American education. It has profound implications for classroom organization, for pupil learning, for school-community relations, and for the changing role of the teaching profession. Educational research literature has revealed the positive effects of parent aide involvement on career and role satisfaction of the classroom teacher and on the school related attitudes of children.

B. Two hundred seventy parents who are trained and experienced in the use of individualized reading and mathematics learning projects will be assigned and directed by classroom teachers in their work with small groups or individual children.

In mathematics, aides are assigned to monitoring programmed instruction disseminated by Research for Better Schools, Inc. After a period of in-service training in the program, they are assigned to monitoring the use of materials. Their duties include marking, scoring, graphing, and summarizing pupil progress.

The aides assist in the reading program by working with small groups of children in activities directed by the teacher such as, monitoring and directing reading games, supervising completion of reinforcement activities, marking and scoring work sheets, reading stories, helping in vocabulary and other drills, and assisting in the construction of manipulative materials.

II. Objectives and Evaluative Techniques

A. The objectives are:

1. To facilitate small group and individualized instruction in reading and other language arts, and in mathematics that would otherwise not be possible by providing assistance for the classroom teacher in the implementation of instructional programs.

The following results will be expected with respect to the dimensions of grouping:

(a) Project classes will devote 60% of observed time to individual and small group (2 to 10 children) work.

(b) Project classes will devote 30% of observed time to medium-sized group (11 to 20 children) work.

With respect to level of instructional differentiation:

(a) Students will be observed working on the same assignment in only 30% of the observations.

(b) At least four or more students will be observed working on different pages of the same book in 35% of the observations.

3. To lessen the frequency of classroom management problems by teachers having two or fewer years of experience and who have aide assistance for the first time in their career. Positive differences which exceed the .05 level will be evidence of attainment.

B. Formal observations of classroom operation, semi-structured interviews with aides, teachers, and principals, and formal time sheets designating categories and expenditure of aide time will provide data for objectives one and two.

A checklist of items representing a composite of the most pressing problems encountered in teaching the economically or emotionally disadvantaged (Martin, 1965) will be administered to a random selection of teachers with aides and a comparable group of teachers without aides. Appropriate analysis of the data will result in conclusions regarding the presence of aides, and their influence on teachers' observations regarding classroom problems.

III. Findings from Evaluation

A. School District of Philadelphia

1968-69 - Pupil progress was made in reading and language skills. Project influenced parent interest in school problems.

1969-70 - Internal evaluation - no data reported.

1969-71 - Principals' ratings of aides revealed that they were doing their work well and were of great benefit to the instructional program.

1971-72 - A survey of 45 principals revealed that aides were performing administrative/clerical tasks and low-level instructional activities - all of which extended the instructional services of the classroom teachers. Greater in-service training was suggested.

1972-73 - Interviews were conducted with 29 aides and 34 teachers from seven randomly selected schools. Aides expressed feelings of satisfaction, reward, and importance. Teachers agreed on the importance and value of parent aides. With aides devoting most of their time to working on reading skill improvement with slower children, both teachers and aides expressed concern for the slower children if aides were not present.

1973-74 - (Preliminary findings) Progress is being made toward attainment of objectives one and two. Informal interviews with teachers supported the contention that aide assistance tends to lessen the frequency of perceived classroom problems.

B. Title I Consultant

1. Subjectively, the aides are viewed as having a positive effect on basic skills improvement. No objective data is available to support this.

Recommendations: 1. The Project should be continued since it provides necessary support in overcrowded classrooms.

2. Objectives for each skill area should be defined and those parent aides working in that skill area must be able to implement and measure the success of the student.

Pennsylvania Advancement School

Administrator:	James H. Lytle
Operating Years:	1967-74
Grades Served:	5-8
No. of Pupils:	3,535
No. of Schools:	8
No. of Employees:	Professional 16, Paraprofessional 40, Clerical 3
Current Budget:	Regular $537,000, Summer $57,000, Total $594,000

I. Purposes and Procedures

A. Student participants in PAS's programs reflect the range of problems that typify early adolescent, low income urban children. The Project aims to increase attendance, decrease inappropriate behaviors, improve proficiency in basic skills, and develop critical thinking and decision-making skills among underachieving, recalcitrant, discouraged, or negative junior high school students.

B. PAS is organized in four distinct, but related, programs: the internal, residential, external and staff development programs. The first three of these serve separate student groups, but all use a flexible, open education approach characterized by differentiated staffing, team teaching, individualization, and small group work.

In the Internal Program there are 720 students, grades 5-8, divided into 11 teams. Each team is led by two or three teachers, depending on class size, who provide the core instructional program. Students participate in a variety of enrichment courses taught by support teachers.

The Residential Program includes 65 seventh graders who spend a year at PAS. They come with two teachers from a junior high school participating in the External Program. These two teachers work as a team and have access to a PAS facilitator/teacher and a paraprofessional. These two teachers spend a year in intensive training in the theory and techniques of open education, team teaching, individualization, and small group work. Then they return to their home school to organize and operate mini-schools in which the same instructional strategies are applied.

The External Program, currently being conducted in seven junior highs, consists of 17 mini-schools, each of about 130 students and four teachers. A PAS facilitator and a paraprofessional are assigned to each of the schools. Students spend at least four periods a day within the mini-school and four teachers have the advantage of working with a common group of students.

II. Objectives and Evaluative Techniques

A. There is a change in objectives from the Title I proposal and the objectives stated in the Title I Evaluation Service form. In essence, the objectives and their revisions are:

1. Attendance--Proposal states External Program attendance will exceed regular schools at the .05 level. This has been revised to state that External Program attendance will exceed regular schools by 5%; that Residential will exceed External by 5%; and that Internal will exceed External by 5%.

2. Reading and Math Achievement--same figures as reported for attendance (above).

3. Discipline--Proposal states that the External Program will have fewer discipline referrals than non-PAS programs in the same school, that students in the Residential Program will have fewer discipline problems than students in the home school, and that students in the Internal Program will have fewer problems than students in either the Residential or External Programs. This has been revised to state that discipline problems in all three programs should be characterized by a) involving the parents in the solution, b) taking a team approach to the problem, c) teachers handling the problem themselves, and d) by the team facilitators or floor leaders counseling teams and mediating the problems.

4. Small Group and Individual Instruction--The proposal states that students in each PAS program shall show marked progress in the ability to work individually and in small groups, again with students in the Internal program outperforming students in the External and Residential programs. This is presently stated: Students in the External, Residential, and Internal programs shall work individually and in small groups over 50% of observed instructional time, compared to under 50% in non-PAS groups.

5. Title I Evaluation form states that External administrators be involved in at least 25% of the Team meetings. This is not an objective in the proposal.

6. Objectives in the proposal that were deleted from the Title I Evaluation form:
   a) Students in the External program should be given more choices in class and should have more involvement in planning their classes.

b) Students in the Internal program will have a better awareness of self.

B. Measurement tools are:

1. Achievement in reading and mathematics will be determined by performance on the California Achievement Test.

2. Achievement in writing will be determined by a content analysis of individual student writing samples in September and in May.

3. Attendance will be determined from roll books.

4. Ability to work individually or in a small group will be determined by:
   a. systematic classroom observation.
   b. systematic analysis of video tapes of PAS teachers at different times during the year.

5. Information about career and academic opportunities will be determined by teacher-developed achievement tests.

6. The effectiveness of the staff development program will be judged by trainee performance during the program on criterion tests, small group simulation exercises, and team planning.

III. Findings from Evaluations

A. School District of Philadelphia

1967-68 - Formative evaluation conducted by project director.

1968-69 - PAS did not influence pupil attitudes, self-images nor basic skill achievement as measured by local instruments and Iowa tests. Positive findings were reported in terms of pupil motivation to learn.

1969-70 - See report of the McClellan Committee.

1970-71 - Resident evaluator's report available through Office of Research and Evaluation. Consultant's report on internal program revealed some administrative difficulties.

1971-72 - Overall attendance at PAS remained essentially the same as the preceding two years. Improved attendance in one year (a reduction of days absent from 9.1 to 7.3) was offset by increased absences (9.7 to 10.5 days) in the other.

Information dealing with improved proficiency in basic skills may be obtained from the project director. Teacher behaviors conducive to pupil achievement were frequently observed.

1972-73 - Pre-post tests of basic skills achievement were administered to random samples of pupils in the three PAS programs and to a comparison sample of pupils from the corresponding schools' regular programs. There were no statistically significant differences among the groups' changes in achievement scores. All groups decreased their percentile-rank standing.

1973-74 - (Preliminary findings) Discipline problems being handled as stated in revised objectives.

B. Title I Consultant

1. The Residential program will be phased out next year. Its effects on both students and teachers are said to have been spotty.

2. The External program will be phased out by the end of the 1974-75 school year. It simply has not proven to be a completely effective and efficient method for bringing about educational change in middle/junior high schools.

3. The Internal program, prior to this year, has probably underemphasized curriculum development and basic skills achievement and overemphasized the "open classroom" and student "freedom" and options. It is my impression that the present director is in the process of tightening up the curriculum and methodology, supervision, leadership, and staff development.

4. The administration of the school is absolutely solid and the administrative organization exists for continuity and acceleration of program and curriculum development.

Recommendations:

1. PAS should continue to attend to curriculum development. As staff development increasingly attends to program development, many of

the managerial problems will solve themselves.

2. Commonalities among the various teams' approaches to the teaching of basic skills might be shared in the establishment of, at least, the paremeters of a basic skills program.

3. PAS probably has the research capability to construct a profile of its student body, indicating achievement of students from entry to graduation. This profile could serve as the basis for the further analysis of psychological styles, learning modes and other factors that may contribute to the growth of its students.

4. PAS probably has the leadership and instructional capacity to be viewed as something considerably more than a neighborhood middle school. Through its Internal Program, it should continue its mission of exploring ways to bring educational improvement into the city's middle schools and junior highs as it seeks new vehicles to do so.

5. In summary, PAS is an exciting, dynamic school actively and honestly engaged in the search for methods to improve the schooling of city youngsters of middle and junior high school age. I recommend its continued support by Title I.

School-Community Coordinator

Administrator: George Green
Operating Years: 1966-74
Grades Served: PK-12
No. of Pupils: Public 66,500 Nonpublic 9,000
No. of Schools: 153
No. of Employees: Professional 4, Paraprofessional 214, Clerical 2
Current Budget: Regular $1,773,000, Summer $17,000, Total $1,790,000

I. Purposes and Procedures

The School-Community Coordinator Project seeks to improve communication and to develop understanding between the school and the community it serves. One coordinator is assigned to each elementary school, and two to each secondary school, in the target area. The Coordinator makes home visits, holds conferences with parents and school personnel, and attempts to keep the school apprised of community problems which might have an impact on the educational process. In turn, the community is apprised of school problems.

II. Objectives and Evaluative Techniques

A. The goals of the Project will be accomplished through attainment of the following objectives:

1. To conduct no less than 50 home visits per month for school-related purposes other than attendance.
2. To contact the families of at least 25 students monthly who show beginning attendance problems in order to discuss various methods of remediation.
3. To sponsor at least one parents' meeting per month so that parents may have the opportunity to become involved in their children's education.
4. To attend all faculty meetings during the school year, and to discuss the needs of children and parents living in the school's attendance area at no less than two of these meetings.
5. To review all Lunch Program Applications to determine those children eligible for free and for reduced-price lunches.
6. To attend no less than two community meetings per month in order to keep abreast of community needs.

7. To develop at least one communication per month informing the community about and/or encouraging their participation in school activities.

B. The following evaluative techniques will be used during the third year of a three year longitudinal study of the Project (time periods not indicated in materials available to this writer):

1. Questionnaires sent to parents, community agencies, principals, district superintendents, teachers, counselors, nurses, home and school association leaders, and school-community coordinators.
2. Field visits with coordinators to observe the many facets of their activities.
3. Interviews with people with whom coordinators work to determine the quality and influence of the coordinator's work.
4. Comparison of available record data with that of previous years.
5. Interviews with coordinators concerning their roles.

III. Findings from Evaluations

A. School District of Philadelphia

1966-67 - SCC instrumental in keeping school and community informed of each other's programs, encouraging cooperation, and promoting better understanding between the two.

1967-68 - In schools where the SCC concept was accepted, progress was made; where lack of acceptance existed, progress and success seemed to be related to a poor definition and communication of SCC's role.

1968-69 - Parents visited by the SCC became more knowledgeable about the school. Responses from the school personnel and SCC's indicated that the primary role of the SCC should be to involve the community in school programs and affairs.

1969-70 - Community Resident Questionnaires indicated that: (1) 71% of the respondents had met with the SCC; (2) 83% of the respondents became more involved in community affairs as a result of contact with the SCC; (3) 63% felt that the school and community should have greater interaction. On a corresponding School Staff Questionnaire, 70% of the respondents felt there was enough school-community participation. This difference in perception is indicative of a need for greater effort.

1970-71 - Observations and interviews confirmed widespread use of SCC s for tasks facilitating the exchange of information and participation between school and community.

1971-72 - In most elementary schools SCC s had become integral and necessary members of the school staffs. This was not quite the case in junior and senior high schools. In a number of senior high schools, particularly, SCC s had not been able to establish themselves as community resource persons for all members of the faculty, nor had they been able to make significant headway in the community.

1972-73 - Findings cross-validated the 1970-72 survey data which indicated Project most effective in realizing its goals at the elementary level. The high school component might reconsider its goals and procedures in order better to serve Grades 10-12.

1973-74 - (Preliminary Findings) Descriptive data indicating levels of attainment of various objectives.

B. Title I Consultant

1. Very little objective data to support the degree to which Project goals were met.

2. Documentation is imperative. From this, data will exist for evaluation and for correction of weaknesses and/or deficiencies.

3. SCC is a viable and constructive tool for opening channels of communication between school and community. For the first time, parents feel they have some control in the education of their children, and that the school is responsive to their needs and aspirations.

4. There has been increased parental involvement and decreased disruptive pupil behavior.

Speech and Hearing

Administrator:	Charles Mc Laughlin
Operating Years:	1969-1974
Grades Served:	K-12
No. of Pupils:	900
No. of Schools:	61
No. of Employees:	Professional 10
Current Budget:	Regular $112,000, Summer $7,000, Total $119,000

I. Purposes and Procedures

A. Children who have speech and hearing handicaps cannot progress normally in the school environment. The family and the school do not have the resources which are sufficiently specialized to provide the activities necessary for their correction. This project, therefore, speaks to this need.

B. Speech and Hearing therapists will be assigned to a group of schools. Children will be selected to participate according to the following priorities:

1. Older and more severe cases.

2. Younger children whose speech is unintelligible.

3. Children with organic disorders (cleft palate, hearing loss, central nervous system disorders, etc.).

Each teacher will be assigned a caseload of approximately 100 children, and will meet the children in groups of four or five once or twice weekly for activities designed to correct individual defects. Sessions are approximately 30 minutes in length.

II. Objectives and Evaluative Techniques

A. Speech Therapy

1. To correct articulatory defects of participants. The Templin-Darley Screening Test of Articulation will be administered to a 25% randomly selected sample of participants at the beginning and end of the school year. Mean scores will be compared via a correlated t test. A 5% probability level will be considered significant.

2. To decrease the severity and/or incidences of stuttering behaviors in all children receiving therapy for stuttering. At the end of the school year, each teacher will classify all stuttering cases as "Improved", "Unchanged", or "Regressed". The frequency and intensity of stuttering behavior will be calculated.

3. To dismiss as corrected, 15% of the defective articulation cases and 12% of the stuttering cases. The percentage of dismissed children will be calculated.

B. Hearing

1. To provide supportive services such as, Auditory Training of Residual Hearing, Speech Reading Instruction, Language Therapy, Speech and Voice Therapy, Hearing Aid Counseling, and Parent Counseling to Hearing Handicapped children in order to help children adapt to the normal classroom. Project monitoring will determine the types and extent of services provided.

2. To increase the communication skills of Hearing Handicapped so that they may become more effective learners. A teacher questionnaire will be devised to determine students' progress in the acquisition of communications skills.

3. To correct the articulatory speech defects of Hearing Handicapped children. A Templin-Darley Screening Test of Articulation will be administered to participants at the beginning and end of the school year. A correlated $\underline{t}$ test will be computed to determine the significance of the differences between pre- and post-test scores.

4. To increase the speech reading skills of Hearing Handicapped children. The Utley Test of Speech Reading will be administered to Project children at the beginning and end of the school year. A correlated $\underline{t}$ test will be computed to determine the significance of the difference between pre- and post-test scores.

III. Findings from Evaluations

A. School District of Philadelphia

1970-71 - Evaluation conducted by Project director.

1971-72 - Templin-Darley test scores of the 1,111 pupils receiving therapy gained an average of 6 points. Of 978 defective articulation cases, 14% were corrected and 4% improved; of 133 stuttering cases, 12% were corrected.

1972-73 - End-of-year ratings of stuttering children: 72% improved; 19% remained the same; .7% regressed; 8.3% received no rating. Therapist ratings of stuttering cases: 22% corrected; 27% dropped; 51% continued.

Therapist ratings of defective articulation cases: 23% corrected; 5% dismissed as improved; 7% dropped; and 64% continued.

1973-74 - (Preliminary Findings) Project functioning according to proposal quidelines.

B. Title I Consultant

1. Project meeting objectives of Title I.

Recommendation:

1. Program improvement would most likely be achieved through continual efforts to upgrade the staff. Memberships in appropiate state and national speech organizations, as well as completion of national certification requirements is strongly recommended as one way for staff to have continued professional growth.

2. Supplementary testing using audiometric screening as an aid in ruling out and determining cause of speech defect is suggested. A brief developmental history from the family is also recommended. This information, in conjunction with articulation testing, is a routine professional means of determining the speech pathologist's questions about causality, treatment, and prognosis of speech cases.

Speech Therapy Clinics Project

Administrator:	Margaret Reilly
Operating Years:	1968-74
Grades Served:	1-12
No. of Pupils:	117
No. of Schools:	9 Clinics
No. of Employees:	Professional 11
Current Budget:	$14,000

I. Purposes and Procedures

A. Speech and hearing defects have an adverse effect on pupil performance in school. Family and school resources are not sufficiently specialized to correct and/or alleviate these defects. Speech and hearing handicapped children are deprived children and, as such are deserving of help.

B. Nine clinics, each staffed by a qualified speech and hearing therapist, operate in various locations throughout the city. The program in each clinic operates under the following general plan: three one-hour periods between 9 a.m. and 12 noon for homogeneous groups of four each and for parent consultation; one half-hour period from 12:00 to 12:30 p.m. for individual therapy; one half-hour clinical period from 12:30 to 1:00 p.m.; and parent consultation during clinic time or during therapy.

II. Objectives and Evaluative Techniques

A. Objectives and evaluative techniques are:

1. To correct articulatory speech defects of the Project children to the extent evidenced by a statistically significant difference in mean pre- and post-test scores on the Templin-Darley screening Test of Articulation. Mean scores on the two administrations will be compared via a correlated t test. A 5% probability level will be considered significant.

2. To decrease the severity and/or incidence of stuttering behaviors of all children receiving therapy for stuttering, as indicated by a teacher rating of "Improvement." At the end of the school year, each teacher will classify all stuttering cases as showing "improvement," "no change," or "regression."

3. To dismiss as corrected, 10% of the defective articulation cases and 5% of the stuttering cases. The percentage of children who have been dismissed as corrected or improved will be calculated.

III. Findings from Evaluations

A. School District of Philadelphia

1968-69 - Eighty-two cases for defective articulation were treated over a seven-month period, 20 were corrected and 55 needed more therapy. The average improvement on the Templin-Darley test was 11 points.

1969-70 - Evaluation conducted by Project director.

1970-71 - The average monthly enrollment at the nine clinics was 117 children; the average number of sessions attended was 16.7 per child; 2,252 sessions were recorded for 135 children throughout the year.

1971-72 - Templin-Darley test scores of the 115 pupils receiving services showed an average gain of 10.8 points. Approximately 25% of the children showed significant improvement or correction, as determined by the therapists.

1972-73 - Templin-Darley test scores showed an average gain of more than 10 points. Seven of the 10 stuttering cases were rated by the teachers as improved; four of those were rated as corrected. Eighteen of the 76 defective articulation cases were rated as corrected.

1973-74 - (Preliminary Findings) - Clinics are functioning with a full staff and it appears that all objectives will be attained by the end of the year.

B. Title I Consultant

1. Clinics are meeting their objectives and are providing services to those parochial school children identified as having speech problems.

Recommendation:

1. Clinical staff should have a minimum of:
    a) American Speech and Hearing Association Certificate of Clinical Competence in Speech due to the necessarily complex professional responsibilities required of the independent clinician, particularly in this setting.

    b) two years previous experience in clinical work.

2. Increased communications with catchment area sources regarding the availability of their speech evaluation services for other qualified nonpublic school clients.

Walnut Center

Administrator: Frances Becker
Operating Years: 1966-74
Grades Served: PK-1
No. of Pupils: 275
No. of Schools: 1
No. of Employees: Professional 9, Paraprofessional 10, Clinical 1
Current Budget: Regular $176,000, Summer $22,000, Total $198,000

I. Purposes and Procedures

Walnut Center is a uniquely designed Title I Program for which there is no counterpart in the Philadelphia School District. Its principal goal has continued to be to provide a racially, socio-economically, culturally integrated mix of services for children from pre-kindergarten through first grade with parental options within the program including day care where indicated, for children of school age also.

Walnut Center's approach is an individualized one and teachers have been invited to teach there because of previously demonstrated ability. The open classroom allows each child to develop his strengths and latent abilities through exploration, discovery, experimentation, and reinforcement of experience.

II. Objectives and Evaluative Techniques

A. Objectives of the Center are:

1. For preschool children to develop skills for reading and arithmetic to an acceptable level of readiness for first grade.

2. For first grade children to develop basic reading, writing, and arithmetic skills to a level equivalent to national norms by the end of their first grade experience.

3. For all participants:

   a) to foster appropriate physical growth and development in children, and to take appropriate steps to remedy certain physical defects.

   b) to provide a positive social atmosphere and a breadth of activities to enable children to develop toward:

      (1) an acceptance of self with emotional well being.

      (2) a change from self-interest to peer group activities within a multi-ethnic environment.

      (3) an understanding and appreciation of the environment through discovery and exploration.

B. Evaluative Techniques:

1. Cognitive development

   a) Kindergarten and child care children will be tested at the end of the first year by the Stanford Early School Achievement Test to indicate initial development skills.

   b) First grade children will be tested at the beginning and the end of the school year, using the California Achievement to indicate progress from initial development skills to acquisition of basic reading and mathematics skills.

2. Physical development

   a) This will be documented through the monitoring of facilities and their uses, as well as to the availability of a nutritional program. A tabular summary of the number of children whose physical defects were corrected will be gathered.

3. Social development

   a) Systematic monitoring and observation of group activities to note the nature of activities, composition of groups, and pupil behavior.

III. Findings from Evaluations

A. School District of Philadelphia

1966-67 - Cognitive scores of WC and non-WC pupils not significantly different; however, scores of nonprivileged WC children were higher than those of their peers who did not attend the Center.

1967-68 - WC pupils achieved higher mental ability scores (Wechsler) than non-WC pupils. WC exposure improved readiness of kindergarten children for first grade.

1968-69 - In three areas of the Peabody Picture Vocabulary Test, WC pupils, in general, scored significantly better than the sample of non-WC pupils. In verbal functioning, attention span, sensory concepts, and social isolation, there were no appreciable gains.

1969-70 - Descriptive statements

1970-71 - WC pupils continued to achieve at higher academic levels than did their peers in District 1 and the City. Many WC first graders were reading at instructional Level 2.

1971-72 - Ninety percent of the participants attained Level 3 in both reading and mathematics. Although children from higher socio-economic background exceeded those from lower socio-economic backgrounds, about a 40% similarity in achievement scores was observed. WC graduates in second grade at the Powel School performed at or above the reading and mathematics levels of non-WC graduates.

1972-73 - The achievement level continued to be high; however, the structure and degree of individualization depended on the individual teacher.

1973-74 - (Preliminary findings) It would appear that the exemplary implementation of planning done by the teachers will lead to the accomplishment of the Project's objectives.

B. Title I Consultant

1. Over the years the number of objectives has been reduced in an effort to develop means by which to measure growth and development.

2. One concern of the staff is the difficulty of maintaining articulation with the schools (other than Drew, Powel, and McMichael) to which some families choose to send their children (notably, Greenfield) where distance makes school age day care at Walnut Center prohibitive.

Recommendations

In terms of available evidence, this early childhood education program is a sound use of public funds. There is a limited data base supporting such deliberately mixed groupings on a planned basis (the fact that there is only one Walnut Center is a case in point!)

Every effort should be made to continue, on a longitudinal basis, research on all children from this program throughout their elementary education regardless of schools selected. What is available, as of this date, indicates a need for continuation of this program as well as a careful selection of sites for similar programs in other Districts where socio-economic and ethnic mixes can be achieved, especially in the early education years.

IV. PROBLEMS OF URBAN AND MINORITY EDUCATION

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IV. THE PROBLEMS OF URBAN AND MINORITY EDUCATION

The controversy concerning the Philadelphia School District's Title I programs might have occurred in any of the nation's cities. The problems which brought the parties into court are the same problems that plague most school systems as they attempt to meet the educational needs of diverse populations who are handicapped by low economic and social status. These problems obviously have not been solved in the Philadelphia schools, nor have they been solved elsewhere. In Philadelphia, as in other school districts across the country, experts have turned to formal evaluation data in efforts to assess the impact of special programs, and to determine effective strategies. Nowhere have these data provided such answers. After thorough review of the available evaluation data referrable to Philadelphia Title I programs, it was clear that the making of policy decisions would require additional input. The committee members felt it important to view the Philadelphia Title I programs in the context of national efforts and developments. Consequently, the committee members turned to the literature of compensatory education, including the review of research and evaluation data in other cities. Also reviewed were the polemical and theoretical literature on the subject. These efforts enabled the committee members to arrive at what might be called their judgment with respect to the state of the art. These insights and judgments follow.

Problems and Issues

The 1960's and 1970's have been marked by tremendously increased concern for the education of the underdeveloped segments of our population. The enthusiasm and great expectations noted in many of the initial efforts are now balanced by impatience, sobriety, and some degree of pessimism. The problem has not subsided in response to a declared intent to attack it. When it became evident that simple changes in the quality of facilities, increase in the personnel assigned and services provided, or modest shifts in curriculum emphases did not effect significant improvements in the quality of academic achievement, the complexity of the problem became clearer. Educators are beginning to realize that they confront tremendously complex problems when they seek to reverse the negative impacts of educational deprivation, social isolation, ethnic discrimination, and economic deprivation. Increasingly, it is sensed that the problem is not simply pedagogical, but involves all aspects of the community. At the same time that the breadth and complexity of the problem becomes clearer, it is also becoming evident that concern for this problem serves not only political and humanitarian concerns. The application of pedagogical concern, competence, and skill to the improved education of the disadvantaged is forcing educators to give more serious attention to some of the basic problems of teaching and learning. Reduced to its essence, the crucial pedagogical problem involved is that of understanding the various mechanisms of learning facility and learning dysfunction in multivariant polpulations and applying this knowledge to the optimum development of heterogeneous populations characterized by differential backgrounds, opportunities, values and patterns of intellectual and social function.

Many issues have arisen from the experience gained from existing programs of compensatory education for disadvantaged students. One of the most important has been the changing concept of educability. Questioning the appropriateness of most instruments designed to measure intelligence has lead to a broadened definition of educability. At present, U.S. society is becoming increasingly concerned with the universal development of its members. As the need to democratize educational opportunity has increased, we have begun to broaden the definition of educability. Who is educable is now viewed more as a function of who society wants to educate. A second important issue has to do with the effectiveness of educational practices. Education has had a tradition of performing services to learners, but has left to the learner the responsibility to benefit. Learning or not learning has been seen as reflecting the quality of the learner. Now, despite some movement to share responsibility for the effectiveness of teaching, we continue to place responsibility mainly on the learner, and to ignore the teacher. Education may be a product of the quality of the match between learner characteristics, learning environment, and learning task demands, thereby shifting some of the responsibility for learning from the student to the opportunity for learning in the school. If this match is to be achieved, more attention must be paid to qualitative rather than quantitative analyses. This involves the analysis of the relevant behavior of the learner, an analysis of the learning environment, and the analysis of the task that must be mastered. The shift from quantitative assessment to qualitative assessment necessitates a more delicate balance of interactions between learning and teaching. We need qualitative analysis of behavior and descriptive reporting of these analyses to help in the expansion and delivery of learning experiences. Such analyses would be of great benefit especially to compensatory programs, to aid in the development of individually prescribed instruction.

The importance of the interaction between environmental conditions and learning is a major issue to be dealt with. It may be that environmental conditions may be as important a determinant of quality of functioning as the characteristics of the learner. This is particularly relevant in the case of disadvantaged populations, who generally find a relatively poor match between indigenous experiences and values and what happens in school. Life conditions are also related to education. Because of poor medical services and health support conditions, disadvantaged populations are also more likely to have a high incidence of subtle to more severe developmental defects which form social and developmental handicaps.

Through insufficient nutrition and medical support, poverty induces or nutures a variety of behavior and conditions in children. Impaired health or organic dysfunction influences school attendance, learning efficiency, developmental rates, personality development, etc. Poverty thus results in a number of conditions directly referrable to health and indirectly to development in general, including educational development. The difference between the capacity to adapt or not may be as much a function of the kind of supports that are available as it is of the learner characteristics. Environmental support for education can be the deciding element in achievement level. The environment of disadvantaged populations frequently lacks both medical and cultural support for education. It is possible that the crucial factors responsible for differences between achievement levels, test scores, etc. is not the characteristics of disadvantaged populations, but rather the extent to which their environments are able to support mastery or non-mastery of school learning tasks.

A fourth major issue in the education of disadvantaged populations is the tendency to separate the affective and cognitive domains. The two cannot be analyzed separately, as one affects the other. The mastery of a skill can enhance the student's feeling of confidence, creating positive expectations which will help future learning. The separation of affective and cognitive domains does not make sense in any educational setting, but particularly not in education of socially disadvantaged children because with them we often need to take advantage of any factors that can make learning more effective. The social context in which their education occurs is often alien to them; we need to synthesize the cognitive and affective domains in order to counteract their alienation. The traditional exclusive focus on the cognitive development of disadvantaged children may be the most difficult and least effective approach to the education of underachieving or academically retarded children. This may be the case since efforts directed at changing basic cognitive processes in laboratory experiments have proven relatively fruitless, while significant shifts in the level of intellectual functioning has been demonstrated to be associated with positive changes in affect such as increased motivation, raised aspirations, and improved attentional behavior. In these experiments, the combination of cognitive content with appropriate affective conditions has shown promise. In addition, the identification of education (curricular materials and goals) with their own cultural values might reduce the alienation which disadvantaged children experience in school. The use of elements of their indigenous cultures to enable students to build on their strengths rather than to have them struggle only with their weaknesses may result in an improvement in the quality of their functioning. Efforts directed at reflecting indigenous cultures in the curriculum represent one approach to the integration of affective and cognitive learning experiences. Other approaches include such strategies as positive reinforcement (a la Skinner), individualization based on special interests, self-concept enhancing experiences, and active psychological support. Several of these strategies have been included in the Title I Affective Education Project.

Increasing concern with the control of school policy and accountability for educational process is a fifth issue of great importance. Participation in decision-making may increase productivity in a situation, especially if participants feel that their participation is meaningful and related to the immediate task. The rise of big-city school systems has widened the gulf between decision makers and those affected by decisions. Minority groups feel that they have little access to power in educational and other socio-political institutions. Since they have found that the public schools are ineffective in fulfilling their needs, they have become unmwilling and at times hostile, second-class participants in society. When parents of school children are involved in some way in the process of education, their children are likely to achieve better. This heightened achievement may be due to the lessening of distance between the goals of school and the goals of the home, and to the positive changes in teachers' attitudes resulting from their sense of accountability when the parents of their students are visible in the schools. Increased parental participation may also enable the child to achieve better, as he has an increased sense of control over his own destiny when he sees his parents actively engaged in decision-making in his school. From the heightened community integrity and ethnic group self-esteem which can be enhanced through parent and community groups effecting educational changes, the child will have a greater sense of his own worth, which is essential if he is to achieve. It is this concern with improving parental and community involvement that determined that the guidelines for Titla I programs include provisions for parent advisory councils. The Philadelphia project in particular has utilized parent-school aides in an effort to enhance the sense of participation in school affairs on the part of people indigenous to the community.

The relation of desegregation and ethnic mix to increasing the achievement of disadvantaged children is a sixth major issue. Desegregation seems to be more a matter of social class mix than ethnic mix. Studies generally seem to demonstrate that children from lower status groups attending schools where pupils from higher status families are in the majority attain improved achievement levels with no significant lowering of achievement for the higher status group. When children from higher status groups are in the minority in a school, there tends not to be an improvement in the achievement of the lower status group. It is not yet possible, however, to generalize from these studies.

Major Trends

In assessing the status of practice in this field, one finds several program trends which have been widely accepted and are generally thought to be appropriate, if not essential, to compensatory education programs. However, the appropriateness or success of a compensatory program cannot be adequately determined from the enthusiasm with which it is embraced nor the speed with which the practice spreads, as there is often no basis in evaluation. Where there have been evaluative studies, reports show ambiguous outcomes affecting unknown or amorphous educational and social variables. We have yet to determine which aspects of programs actually account for reported changes. (For a fuller discussion of the problems of evaluation, see section II of this report).

Much of the current work in the education of disadvantaged students has been directed either at preschool experiences or at alternatives to existing school programs. Relatively little attention has been given to investigating the overall appropriateness of contemporary educational processes. The emphasis on preschool experiences and alternatives requires the least change in the school itself; it is easier to add extensions than to change the basic structure of the institution. Preschool programs may be successful, but are not sufficient if they are not continued throughout school. Some of the alternative programs probably enable some children to continue and even complete their education; however, since they are not available to large numbers of children and probably cannot be made so, such programs are more likely to be temporary. While these extensions and experiments probably should be continued and enhanced, clearly the best interests of disadvantaged children and compensatory education will be served as we improve the quality of the mainstream programs and services of our schools.

Although answers to the pressing educational problems of the disadvantaged have not yet been found, we cannot afford to wait for better ones. Several ideas and practices show promise. (1) No substitute has been found for effective teaching. Successful teachers are those who have developed

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sensitivity to the special needs, the variety of learning patterns, and the learning strengths and weaknesses of their pupils. They have developed a wide variety of instructional techniques and methodologies by which they communicate knowledge and the attitudes and expectations which they hold. (2) Child-parent-school-community interaction has been found to increase student achievement. As previously indicated, when the child perceives some congruence between school and the home, involvement and productivity in school is likely to be enhanced. (3) A significant development in the field is the emergence of instructional materials more widely representative of the variety of ethnic groups which exist in this country. Here we are not only concerned that the graphic representations in curricular materials include a diversity of ethnic groups, but also that the content of the materials and the school staff itself must reflect the multicultural nature of the society. (4) Peer teaching and learning has helped some children to make significant gains in academic achievement. Both tutors and learners benefit from the experience. (5) It is well-established that disadvantaged children are a high risk population with respect to health and nutritional status, as previously discussed. A higher incidence of developmental defects and learning disabilities makes careful psycho-educational diagnosis of crucial significance in programs serving these children. Prescription and remedy must follow diagnosis. Compensatory programs should themselves include or at least have access to qualified diagnostic specialists and adequate treatment facilities. (6) Grouping of children for instruction should flow from the nature of the learning task. Neither heterogeneous nor homogeneous grouping patterns seem to have generic value, rather grouping patterns which are appropriate to the specific learning tasks to be mastered seem to show greatest promise. (7) Since outside factors frequently influence and even compete with school learning, extended opportunities for exposure to the school environment for some youngsters may help to strengthen the school influence. (8) As regards staffing, there are few solid guidelines. More promising trends give emphasis to the selection of teachers with good basic backgrounds in academic disciplines and good instructional skills, and some appreciation for the cultures of their students. The use of indigenous non-professionals has proved to be successful. It is important to have a sufficient quantity of full-time staff, and a wide variety of supporting staff including social workers, psychologists, physicians, nurses, community organizers, remedial specialists, guidance specialists, and home liaison officers drawn from the surrounding environment. (9) Social and peer group support is particularly important for students whose upward mobility may appear to be taking them away from the group with which they identify. (10) Financial assistance is frequently necessary for youths of disadvantaged backgrounds of all levels of school. (11) Improved perceptions of opportunities at the later stages of education can be motivating factors.

Educational Goals

New directions of efforts are necessary to cope with the new demands which rapid social change now poses for schools for the education of all people. To improve the education of all people, new trends must be established. There must be a shift away from the emphasis on rewarding only the most successful student. Instead, the responsibility of the schools should be to insure success in academic, emotional, and social learning at a level necessary for meaningful participation in and satisfaction from the workings of our changing society. In the discharge of this responsibility the traditional focus in education on the mastery of content will need to be shifted to give greater emphasis to the understanding of processes which underly biological, physical and social phenomena. Since learning is a continuous life process, it will be essential that our young people "learn how to learn" and gain an appreciation for learning as a continuing process. Clearly at the core of our educational planning major attention will need to be given to the development of communication skills. (Linguistic and numeric - expressive and receptive). Problemsolving and information processing as generic intellectual skills will need to be fostered, as will management of self in relations with other people and with human organizations.

It is against a background of appreciation and concern for such problems and goals as those briefly identified here that the Committee has considered the needs of Title I children.

V. TOWARD MEETING THE NEEDS OF TITLE I CHILDREN IN PHILADELPHIA PUBLIC SCHOOLS

V. Toward Meeting the Needs of Title I Children in Philadelphia Public Schools

Trends in Education

During the past decade, a considerable amount of changes and innovations have been instituted in education. The public's demands for a more sensitive, responsive and adequate educational system increased in the strength of numbers and in the diverseness of demands. Education, particularly on the elementary level, was identified as having a responsibility to all types of pupils - the upper and lower income population, the gifted and the retarded child, and the minority and the white child, for providing them with the optimum setting for their learning experience. This was translated into the development of new programs designed to meet the needs of diverse populations and especially those called the "educationally disadvantaged." These new programs experimented with a variety of educational methods or modes in an attempt to lessen the learning difficulties and lack of sufficient basic skills necessary for more advanced learning activities. Schools began experimenting with programmed learning and instruction, individualized instruction, non-graded classes, heterogeneous ability, economic or ethnic grouping and with some changes affecting the preparation of teachers. Most of these innovations however, despite all expectations and intents, coupled with insufficient comprehension of the nature and needs of educating the disadvantaged, failed to make a significant difference with substantial numbers of children as far as elevating pupil achievement levels. The emphasis on compensatory education and the related experimentation, initially intended for the disadvantaged child, somehow resulted in appreciably higher benefits for the middle class pupil population. Certainly, a partial overlap should have been expected in these experiments since numerous programs duplicated prevailing, traditional elementary education modes.

The confusion and complexities involved in the task of educating the disadvantaged child makes precise solutions for this issue difficult for identification purposes, and for designing strategies of intervention. However, pursuit of educational development in this area depends on determining those possible levels of cognitive function and setting instructional and educational goals in relation to the level of function, following the traditional outline. Progressively, and perhaps more adequately, the task of setting educational goals for the special population of disadvantaged children may rely on the belief that the capacity for learning is a malleable phenomenon greatly influenced by conditions under which learning occurs. If goals for this group are determined by this modified criteria, the level of strategies for intervention will be higher and influenced more by the learner's characteristics rather than by the level of learning which typified trends traditional to schools, more than ever confronted previously, there's a responsibility kindred to schools and educators for planning a wide range of options. A review of the goals of elementary education as well as secondary education can provide an appropriate basis for choice of options when considered in the context of any special, non-traditionally orientated population and the school district's characteristics.

Some Goals of Elementary Education

1. To develop attitudes of appreciation for knowledge and understanding as tools.
2. To develop attitudes of appreciation for learning as a continuous and satisfying process.
3. To develop wholesome attitudes toward themselves as capable beings who have the power to influence the present and the future.
4. To develop positive attitudes toward the school and other community resources as instruments for their development and the forward movement of their communities.

Some Goals for Secondary Education

1. To attain the skills for dealing effectively with those intrapersonal concerns as manifest in the ability to assess one's aptitudes, interests, and capabilities and to use such self-appraisal to facilitate planning and action for immediate and future roles.

2. To attain the knowledge and skills of interpersonal relations and processes. This would include the capacity to form meaningful, satisfying relations with peers and adults as well as skills in listening, speaking, and nonverbal communication, and in the techniques of group leadership and membership, persuasion, negotiation, and advocacy.

3. To attain competence in the decision-making process and skill in problem solving, both of which are necessary for living in a complex, ever-changing society and, in the broader context, for meeting society's need for new and novel solutions to its problems.

4. To attain the mastery of the basic skills in communications and computation. Without these skills, there are few options open to the individual with regard to work, education and play.

5. To attain the capacity to identify and avail the educational and vocational options so that intelligent and appropriate choices can be made about roles and goals in life. Choices should be made that are reasonable at a particular point in time and that do not have the effect of blocking a future change in course.

6. To attain facility in at least one generic, marketable skill or competence to provide a greater sense of security and freedom essential to his or her mental health and well-being. This might well be the individual's capacity for learning itself.

7. To attain facility in the development and utilization of one's own talents and creative skills both to satisfy the needs for self expression and as a vehicle for enriching the society within which one lives.

8. To attain the knowledge and attitudes necessary to identify leisure-time options and to enjoy leisure-time pursuits. The school must become increasingly aware of the growing importance of avocational or nonvocational interests as the work week becomes shorter and opportunities for leisure time become greater.

9. To attain the cognizance, considering a citizen's participation in a variety of communities, to identify and evaluate the objectives, methods, and results of existing social systems and the processes for maintaining and introducing change in these systems. This kind of learning experience should be from the point of view of the observer and participant, and should include the use of all media.

10. To attain an appreciation of self and others, self-worth, ability to determine, in part, the future positively. Such appreciation, or self-esteem, is critical to learning and growth.

Trends

Examining the dilemmas in educating the disadvantaged child and reviewing the goals determined as education priorities may provide an adequate analysis but designing implementation strategies for these goals and treatments for the dilemmas may be less than appropriate when results from special programs are weighed. The crux of designing implementation strategies, and program practices which manifest these educational goals emerges as an urgent, crucial task and a priority area of research in this type of education. Improving the evaluative procedures and reappraisal of current practices which qualitatively address the educational goals for disadvantaged children advances as the best bet in commencing this task. In the process of refining education goals, contingent trends, and addressing implementation problems, utilizing current educational trends programs and practices as a source of guidance seems logical as a point of reference.

Current Trends in Elementary Education

a. Lowered age at which formal education is begun.

The downward extension of publicly supported education has been the most universally applied new program. Utilizing funds provided by Head Start Title I, foundation support, and, in some instances, local funds, kindergarten and nursery school experiences have been provided for large numbers of children for whom organized educational experiences would otherwise have been delayed until 1st grade or kindergarten. The results of these efforts have tended to be positive in the sense that most evaluations have led to the conclusion that affective and cognitive gains are associated with such early educational experiences. The results, however, do not show the target population matching their more privileged peers in achievement, but the gap between the two groups is consistently reported to be reduced. The permanence of the advantage over nonparticipating peers in the absence of specific follow-up programs has been questioned. This latter concern has led to efforts at modification of the primary grades curriculum to build upon these gains resulting from preschool as is best reflected in the national Project Follow Through.

b. Strengthened instruction in basic communication skills: This emphasis has resulted in little that is new in instructional techniques in communication skills but has produced a greater concentration on language arts, reading and arithmetic. In some schools these skills are stressed to the neglect of other types of learning. In many, specialists have been introduced or teachers have been encouraged to specialize. Special bilingual programs, audio-visual materials, contingency management, mechanical teaching devices, computer assisted instruction, electronic monitoring devices, and materials more relevant to the indigenous cultures have been introduced. There has been no overall evaluation of these efforts, but a review of selected evaluations of specific projects reveals mixed results. For specific skill mastery, computer assisted instruction and contingency management probably show the most consistently positive results. No particular strategy stands out as the universal answer, but all probably have promise particularly in combination with other modifications in the educational and life experiences of the children served.

c. Enriched language experiences:

The problems involving language differences and deficiencies are considered to be so crucial that the category, enriched language experience, deserves mention separately from the general concern with communication skills. This area has been approached obliquely and directly. Many programs place emphasis on broadening the cultural, experiential, and informational exposure of children in the expectation that having more to talk about will result in greater language facility. Some programs have given new recognition to the indigenous language and have stressed facility in that language as a basis for later transition to standard English usage. A few programs have stressed the social utility of language and have concentrated on creating situations where that utility and the need for language are obvious. The age old technique of labelling has been reemphasized. Concern with language models has been asserted. Comparative studies of these techniques of language enrichment are rare. Evaluation data are hard to obtain and where available tend to be equivocal. In observing these practices in operation one senses that here are a variety of conditions by which language development can be facilitated. Concentrated and enthusiastic work along any one of several lines seems to be associated with some pupil growth. Observational and evaluation data do not yet allow for the rank ordering of these approaches.

d. Individually prescribed learning experience:

One of the oldest concerns of education is reflected in individually prescribed instruction which is probably one of the newest trends in education. The concern is with matching learning experiences to the characteristics and needs of children who vary in a number of ways. The major efforts so far have been directed at prescribing learning units which match the achievement level, learning rate or special interests of individual children. In these programs each child is encouraged to move at his own rate and in areas which are of greatest interest to him. One of the existing programs attempts the design of learning encounters which complement aspects of personality so that teachers of a particular type are matched with pupils who are judged to be most likely to benefit from their special traits. Most of these programs use existing curriculum materials with varying degrees of modification. None of the programs have seriously engaged the problems of diagnosing affective and cognitive style and developing materials and techniques which match stylistic variations in learning. Effort at evaluating programs of individualized learning are premature in view of the early stages in which so much of this work is found. Initial data and impressions are, however, quite promising. It is of particular interest that in one of these programs the range of achievement scores of pupils in the program seems to have broadened. Not only are the upper limit scores higher but the lower limit scores are lower than comparison groups. It is not yet clear how to account for this suggested "better than" and "worse than" effect. It is possible that stylistic adaptations may account for the fact individualization enables some pupils to soar and is associated with dimunition in quality of function for others.

e. Reduced ratio of pupils to adults in the classroom:

Numerous approaches to reduced ratio of pupils to adults are currently being tried. Reduced class size, the use of two teachers in a single classroom the use of teacher aides, the use of team teaching, and the use of cluster, swing or itinerant teachers are among the most common patterns. Although there are many good reasons for reducing the number of children a single teacher is responsible for or for increasing the number of teachers or adults responsible for a group of children, there are no data available upon which a definitive judgment can be made relative to the effectiveness of these practices. It would appear that the most important issue related to ratio has to do with the nature of the learning tasks - making learning task specific grouping the criterion of choice.

f. Team teaching and clustering of classes to allow for multiple teacher exposure and planning:

Quite apart from their impact on pupil to adult ratio, team teaching and clustering of classes have been introduced to provide for collective planning, peer supervision, and multiple teacher exposure. The practices involve the assignment of several teachers, usually four or five to three or four classes.

Individual teachers may be primarily responsible for individual classes or specific content areas across classes. In some cases a master teacher serves as leader or resource teacher for the group of teachers. In other cases one of the teachers is assigned to move from class to class as a supplementary teacher with all teachers having parity of status within the group. In the various patterns there is usually collective responsibility for all children served by the group of teachers, consultation and supervision are available within the group, and specific as well as total group planning is coordinated in the group. Teaming or clustering of teachers per se has not been evaluated as such. In efforts at evaluating programs in which these practices have been used, pupil achievement has not suffered and sometimes has been accelerated. Observers of these practices report good pupil and teacher morale and generally positive teacher and administrator acceptance.

g. Improved teacher resources and supports:

In a great number of programs, considerable attention has been given to the introduction of more varied instructional material, the utilization of paraprofessional assistance in and outside the classroom, the allowance of additional school day time for preparation, as well as the provision of more extensive supervision. A wide variety of new materials has been made available such as programmed texts and computers, visual aides (filmstrips and overlays) and audio aides (cassettes and tapes). In a few instances schools have introduced instructional resource centers manned by specialists to insure that teachers not only know such materials are available but also to provide assistance in their use. The greatest emphasis has been given to materials which more adequately reflect the multicultural nature of our society. Effort has also been directed at the preparation of more attractive and socially relevant materials at multiple levels of difficulty. Greater attention has been given to programming and formatting of materials and much material has been presented in the form of games. Recognizing that much of the teacher's time is occupied by non-instructional tasks which do not require the competence of professionals, many programs have introduced into the system persons without professional training to perform these functions. These sub- or para-professionals assist teachers with record-keeping, management of materials, group management tasks, and in some instances have been trained to conduct specific instructional activities. Through the use of teacher specialists or large group instruction to cover classes for particular periods, teachers have been allowed additional time to be used to prepare for instruction. To further strengthen and improve teacher effectiveness, additional attention and personnel have been provided for supervision and training. In a few instances, principals have been relieved of some managerial tasks and encouraged to devote this time to educational leadership, teacher training, and teacher supervision. In other instances, assistant principals have been added or otherwise freed to provide such assistance. There is no available specific evaluation of these supportive services. In observation of programs, however, it has been reported that effective programs tend to be associated

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with richness of such supports and especially with goodness and strength of educational leadership and supervision.

h. Greater variation in the composition of pupil groupings: Some programs have gone to some length to modify grouping patterns to achieve either greater heterogeneity or homogeneity with respect to ability, cultural, economic, or ethnic background. In the absence of unequivocal evidence supportive of heterogeneous or homogeneous grouping, variations in both directions are common. In many programs the traditional concern with placing pupils of like ability together for most or all of their learning experiences is an active practice. Although many arguments have been advanced to support homogeneous grouping, the most compelling is the claim that where teacher competence is variable, the grouping of similar pupils is advantageous since it reduces the demand on the teacher. On the other hand, many schools have attempted to capitalize on implicit advantages of heterogeneous grouping. In some instances, the focus has been on children of mixed ability or achievement levels. In other cases, cultural, economic, and/or ethnic mixing has been emphasized. Available data on economic and ethnic group integration indicate that where pupils from minority or low income groups attend schools that serve predominantly majority group or middle income children, achievement for the less privileged pupils is accelerated. In the several studies of desegregated school experiences, there are almost no cases of lowered achievement and many reports of stability or acceleration in achievement. There is also evidence that peers make substantial contributions to the learning of their peers. Where peers (slightly older or more advanced) have been used as tutors, not only did the less advanced pupils show progress but the more advanced tutors are reported to have consolidated their gains and in some instances accelerated their own development. In the absence of definitive findings but with clear evidence that heterogeneous grouping seldom if ever retards progress, the humanitarian and social bases for heterogeneous grouping provide sufficient weight to tip the balance in preference for that grouping pattern.

Current trends in Secondary Education

a. Alternative from Traditional Programs

Due to the failure of traditional schools to meet the needs of many of its student, alternative programs have been developed to serve the diverse needs of the growing student population. Alternative programs originated within the conventional school structure to offer pupils dissatisfied with traditional methods additional options for learning. The purpose being to personalize the educational process and begin adapting the traditional school to the special needs of these pupils. The concept of alternative education was expanded to include separate alternative schools within the traditional structure as well as privately funded alternative schools. These schools attempted to experiment with further deviations from the conventional instructional methods, such innovations as open classrooms, peer teaching and non-graded classes were tried to create a broader range of educational options. These programs sought to address problems such as drop-outs, drug abuse, racial strife and pupil discipline.

b. Governance

The principles involved in the democratic concern for government with the consent of the governed may even be more important when we turn to education since it is possible to achieve some degree of effective government without the consent of the governed, but it is almost impossible to achieve an effective degree of education without the persons educated. Thus, over the years, several efforts and movements have clustered around the redefinition of the roles of pupils in the determination of educational policy and practice. These have ranged from slight modifications in student government, to some independent schools where students have equal voice with faculty in decision-making.

c. Vocation-Technical Education

The issue of concern in this area is the orientation of the pupil to the various forms of productive work along with the associated obligations and rewards. Elements related to the experience of work, such as work habits, responsibility for task completion, pride in one's vocation and self-esteem linked to this pride, self motivation and organization should be developed and practiced with each pupil. Especially, in lieu of the limited resources in training and instruction of this student-type and the inability to observe the institutions and processes of production within and outside the school setting. Identification of possible occupational choices and professional functions should be readily available. Vocational training is not a substitute for career education; pupils selecting this alternative to college preparatory education are entitled to the same broad based information and experience as college bound pupils. The process whereby limited vocational opportunities are presented to the pupil is equally as detrimental as the arbitrary channeling of low ability students into vocational programs. Care should be taken to avoid hindering the individual's growth and potential with respect to his aspirations, capabilities and interests in determining his life's occupation.

d. Flexibility in course scheduling

Variations of the time sequences in schools begins to address the individual educational needs of students. As secondary education broadens to meet the diverseness of the student population, recognition needs to be given to the differences in student time demands. The student that finds himself in community agencies as well as takes courses requires a different schedule from the student who seeks to gain his knowledge through a composite of independent study and regular course work. A modular system with computer programmed instruction would provide greater flexibility in a course schedule since the student would select the most appropriate schedule for his needs. Units could be developed which integrate concepts from courses normally separated. Students would be provided with a variety of activities and extended class periods.

e. Conceptual Teaching vs Factual Teaching

This practice supports the belief that information should be taught in terms of concepts rather than specific, isolated facts. The issues and related problems or trends are transmitted to the student to assist his understanding of the subject matter. The teacher attempts to reinforce the basic skills and other competencies such as observation, problem solving, classification, communication and inference. In such a course a student would be required to gain a sense for utilization of subject facts.

f. Instructional Media

Increased usage of media has occurred not only on the elementary education level but on the secondary level as well. Media devices have been used to achieve variations in instructional methods adapting the learning environment to the individual pupil differences. Instruction media makes use of televisions, films and filmstrips, records and tapes, teaching machines and programmed materials as a means for broad based instruction. The use of regular and educational broadcast television was found inappropriate for secondary classes due to fixed course schedules, however the increased use of the video tape recorder allows teachers and students to use previously taped lessons whenever it's convenient for both. This type of recorder also increases the flexibility of video usage since a teacher can incorporate this instructional device into any part of the lesson.

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g. Work-Study Programs

These programs provide a student with work experience which supplements regular courses in vocational education, and provides training usually limited to on-the-job training programs. A student may be employed in a cooperating agency or business for a period during the regular school day or employed within the school building during a regular class period. The school and business or agency arranges to take a student and train him in a particular area, i.e., clerical duties, hospital attending, etc. Work-Study programs tend to prepare a student for a work-a-day world attempting to develop work habits and work skills leading to occupational proficiency.

h. Individualized Instruction

The increased usage of this approach to instruction has emerged from the need to address the failure of traditional methods to succeed with every student. This practice attempts to address the diversity of the growing pupil population. This approach utilizes instructional methods which seek to: 1) individually diagnose and prescribe instruction, 2) self-direct instruction, 3) personalize instruction, 4) increase independent study. The school or the student tries to select the appropriate learning objectives and materials for the greatest success and best education.

i. Increased Interaction between home, school and community

This item applies not only to secondary education but to elementary education as well.

More active involvement of home and community in the affairs of the school as well as in the education process has become a universal element in programs for disadvantaged children. The reflection of home and community in the content of the educational experience has become an often verbalized goal. The achievement of neither of these, however, is most often the case. In practice, there has been considerable discussion and beginning movement, but in very few instances have effective patterns of productive interaction between home, school, and community materialized. It is generally agreed, however, that unless reciprocal interaction between home and school and reciprocal respect for values of each can be achieved, the productiveness of the school will be impaired. There is mounting evidence suggestive of a positive relationship between goal determination and task involvement. It would appear that participation in the determination of policies of the schools that these children attend by their parents and community members would be positively reflected in increased commitment to the objectives and program of the school. Effort directed at decentralization, the establishment of local school councils, strengthening parents associations, and broadening the bases for parent, community member, and teacher cooperation in the improvement of education are steps in this direction.

Trends for the Future in Elementary & Secondary Education

a. Political Education

Learning to utilize the American system for the personal benefits should be developed in each child. This type of education would require schools to include members of the local community as well as state and federal officials as resource personnel and instructors. The school should then take on the responsibility for exposing each child to the functioning of our political structure and fostering a genuine interest and concern for politics on all levels of government. Schools should assume the added responsibility for educating the parents of their pupils, using the children as a liaison between the home and school. Parents and children should be aware of the following items from their political education: 1) community resources, 2) accesses to power and influential sources of power, 3) political awareness, 4) increased resources to school, community, and society brought about by participation in the system and sharing in decision making.

b. Environment Intervention

The disorganization of the urban community often interferes with the learning process. Removing a child from this environment with its distractions would provide a type of educational intervention that should affect the learning potentials of the child. As educators become increasingly interested in matching the learner with the appropriate learning situation this type of environmental intervention will increase. A conceivable plan could utilize the summer camp as an educational center. Such camps would be intensive learning centers for those children with learning difficulties in the regular classroom situation. A child would be provided with a variety of alternative learning environments to correct his particular learning problems.

c. Career Education

Career education is seen as an integral part of all basic educational programs. This type of education must be concerned more with facilitating the processes of living and less with preparation for making a living--more with the development of a meaningful life than with earning a good livelihood. This view of education does not involve a separate emphasis on one's educational or vocational development, but a comprehensive concern with career development, in which "career" is defined as the course by which one develops and lives a responsible and satisfying life. One's career should be concerned with several roles. Preparation for all of these roles is essential so that one could move in and out of work, politics, institutions; utilize knowledge and skills for appropriate social adjustments; assign values and make choices in unanticipated situations requiring decisions; and develop appreciation for aesthetic and humane values in preparation for many roles as an expressive and compassionate being. This type of education differs from the traditional vocational education in that it requires school systems to focus on a wide variety of developmental needs rather than specialized content and skill mastery.

d. Performance-based Instruction

Instruction of this type attempts to specify certain educational goals and objectives prior to the onset of instruction. The teacher determines the types of experiences a child should have and designs activities which will result in the achievement of these experiences. The teacher describes the target to the student so he understands the purpose of his work as well as his desired goal. The teacher-designed activities thus relate to this goal and are altered whenever the child is unable to complete a portion of the task successfully. If the student doesn't succeed in his activity, the teacher re-examines her activity plan and redesigns its components until goals are achieved. Performance-based instruction identifies a specific target for a child which allows him to pace and select his work. Instruction can be either individualized or computer-assisted; its quality can be assessed and improved.

e. Credit for Experience

On the secondary level a student could be given credit for a work related experience, one which contributes to his development of marketable skills or a vocation/career. On an elementary level a student could be given credit for trips or historical visits and cultural events such as plays or concerts. Credit would be given for experiences based on the knowledge gained and the competence acquired in skills. In some instances this practice could serve as an alternative to traditional creditialing for students in secondary schools. It could asskst the drop-out student in completing his education in a meaningful manner.

f. Increased use of Non-formal Sources of Learning

Educational trends during recent years support the need for a variety of sources for learning. The regular school experience usually provides a limited and narrow experience opportunities and options. Increasingly educators are giving credence to the educational value of a stimulating and multidimensional culture. A significant portion of a schoolchild's learning takes place outside of the formal school structure and schools must incorporate this type of experience into their educational plans and curriculum, taking advantage of the learning opportunities offered in non-formal situations. Media obviously offers a vast amount of educational materials and since most school aged children spend time viewing public media, enterprising teachers could begin to utilize the media offerings to raise achievement interests of children. A possible non-formal learning experience for the future could be action-learning programs. These programs would allow students to have direct contact with social problems and offers them opportunities for student involvement in their communities and society in general, and exposes them to the task of problem resolution. Schools would need to arrange working situations with cooperating school agencies such as senior citizens homes, ecological groups, hospital service units, etc. where students could participate in a meaningful task. The school, agency and student should collectively draft certain educational goals for each student and procedures and activities for obtaining these objectives. Included in this plan should be evaluative procedures for measuring students' achievement of stated objectives.

g. Instructional Television

Educational television has been a debated topic since its inception during the early sixties. Falling short of expectations, television was unable to replace the traditional methods and make-up for ineffective teaching. Broadcast instructional television wasn't accomodating the scheduling of classes for elementary or secondary pupils and teachers, thus many schools found expensive televisions unused. In the future scheduling problems can be avoided through the use of the video tape recorder. This will allow the teacher to select the appropriate time for the use of media instruction. The quality of the lesson presentation should improve since researchers and professionals in the education media tend to believe that instruction through this means should provide as much entertainment as commercial programs, as well as the educational content. Along with broadcast T.V. schools we'll increasingly use cable television for instructional purposes. The multifunctions of cable T.V. increase its value for instruction. Unlike broadcast T.V. cable provides more channels for transmission thus allowing more programs. With this possibility, schools could easily obtain several channels for broadcasts purposes during the school day and maintain one channel for evening classes. More available channels increase the variety of programs and uses for instruction. Programs on a particular channel could aim at the secondary level instruction, accommodating senior and junior high school schedules as well as independent study courses.

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The Needs of Title I Eligible Children in Philadelphia

In accordance with the educational goals and trends described above, the Committee considers the following categories of pupil needs to deserve special attention in planning the Philadelphia Title I program for the 1974/75 school year.

1. Mastery of basic communicative and cognitive skills (language, reading, writing and computation)
2. Development of affective and social competence (self-awareness, fate control, human relations, socialization and politicalization)
3. Bicultural and bilingual communicative competence
4. Development of material and psycho-social pupil support (nutrition, health, guidance and community/parent/peer support for development and learning)
5. Development of educational support systems reflective of the differential and individual needs of pupils (qualitative assessment, prescriptive learning experiences, special curricula, staff development)
6. Expansion of alternatives and enhancement of decision making behavior in educational and career planning (career broadly defined as life span planning rather than vocational alone).

The member of the Evaluation and Review Committee feel that concern with these pupil needs will vary with grade levels. As such, implications for program development are influenced by the grade levels for which planning is undertaken. The following grade level guidelines are therefore suggested.

Grades 1-4 : basic communicative and cognitive skill mastery bicultural and bilingual communicative competence, health and nutrition support.

Grades 5-6 : affective and social competence, correction of skill mastery deficits based on individualized diagnostic and prescriptive intervention, (a crucial period between skill attainment and

	affective development since students who fall short on skill attainment cannot effectively utilize affective developmental programs that follow in higher grades without first mastering basic skills).
Grades 7-12	affective and social competence, material and psycho-social pupil support, refinement of communicative and cognitive skills, expansion of options and decision making behavior.
All grades:	development of educational support systems.

With respect to priorities the Committee members feel that the highest priority should be given to mastery of basic communicative and cognitive skills. To the extent that variations from the standard English dialect interfere with skill mastery and educational development, high priority should be given to bicultural and bilingual communicative competence. The Committee members attach great importance to the development of affective and social competence as utilitarian to the development of basic skills, as a bi-product of the achievement of such skills and as an end for its own sake. However, given the nebulousness of intervention and assessment strategies in this area, the Committee members feel that alleged concern with affective development must not become a substitute for substantive concern with Communicative and Cognitive Competence.

With full appreciation for the problems of Urban and Minority Education, the problems and available data referable to evaluation of compensatory education and Philadelphia Title I in particular, as well as for the needs and trends in education of the poor, the members of the committee made the June 28, 1974 submission of recommendations. A copy of that submission follows.

VI. RECOMMENDATIONS OF THE PHILADELPHIA TITLE I EVALUATION AND REVIEW COMMITTEE FOR ACADEMIC SCHOOL YEAR 1974/1975

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TEACHERS COLLEGE COLUMBIA UNIVERSITY
NEW YORK, NEW YORK 10027

INSTITUTE FOR URBAN AND
MINORITY EDUCATION

June 28, 1974

Recommendations of the Philadelphia, Pennsylvania Title I Evaluation and Review Committee for the School Year 1974/75

In accordance with the stipulations issued by the United States District Court for the Eastern District of Pennsylvania, we are forwarding to you on behalf of the Philadelphia Title I Evaluation and Review Committee our recommendations with respect to your Title I Program for the 1974/75 school year. These recommendations are being reviewed by the Pennsylvania State Department of Education, the staff of the School District of Philadelphia, Pennsylvania, the Parents Advisory Council, and the Welfare Rights Organization. There is not full agreement among these several parties, but we feel that the recommendations which follow represent a reasonable compromise between the various desires and preferences of the several parties and what is currently possible in the Philadelphia School District. In arriving at these recommendations we have not, however, compromised our professional judgment with respect to what is educationally sound and just.

The Philadelphia Title I Evaluation and Review Committee has established the following categories of pupil needs which should guide planning for Philadelphia Title I programs.

1. Mastery of basic communicative and cognitive skills (language, reading, writing and computation)

2. Development of affective and social competence (self-awareness, fate control, human relations, socialization and politicalization)

3. Bicultural, bidialectical and bilingual communicative competence

4. Development of material and psycho-social pupil support (nutrition, health, guidance and community/parent/peer support for development and learning)

5. Development of educational support systems reflective of the differential and individual needs of pupils (qualitative assessment, prescriptive learning experiences, special curricula, staff development)

6. Expansion of alternatives and enhancement of decision-making behavior in educational and career planning (career broadly defined as life span planning rather than vocational alone).

With respect to these needs the committee members feel that the highest priority should be given to mastery of basic communicative and cognitive skills. To the extent that variations from the standard English dialect interfere with skill mastery and educational development, high priority should be given to bicultural, bidialectical and bilingual communicative competence. The committee members attach great importance to the development of affective and social competence as utilitarian to the development of basic skills, as a bi-product of the achievement of such skills and as an end for its own sake. Therefore, affective and social competence development should also be stressed, however, given the nebulousness of intervention and assessment strategies in this area, the committee members feel that alleged concern with affective development must not become a substitute for substantive concern with communicative and cognitive competence.

The members of the Evaluation and Review Committee feel that concern with these pupil needs will vary with grade levels. As such implications for program development are influenced by the grade levels for which planning is undertaken, the following grade level guidelines are therefore suggested:

Preschool and Primary	Basic communicative and cognitive skill mastery, bicultural, bidialectical and bilingual communicative competence. Health and nutrition support.
Intermediate (Grades 5-6)	Correction of skill mastery deficits, affective and social competence based on individualized diagnostic and prescriptive intervention. This is a crucial period for skill attainment and affective development since students who fall short on skill attainment cannot effectively utilize affective developmental programs that follow in higher grades without first mastering basic skills.
Secondary (Grades 7-12)	Affective and social competence, material and psychosocial pupil support, remediation and refinement of communicative and cognitive skills, expansion of option and decision-making behavior.
All grades	Development of educational support systems.

The committee has identified six program categories to which priority should be given before decisions concerning the continuation of other programs and activities. These priorities are:

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1. Reading at the elementary and secondary levels
2. Math programs at the elementary and secondary levels
3. Follow-Through Program
4. "Benchmark" Program
5. Parents Advisory Council
6. Management and Quality Control

It is the judgment of the committee members that these categories of programs should be adequately supported before support is allocated for other activities. In the development of the Title I proposal for the school year 1974/75, the school district is advised to show how these priorities will be met through the use of local tax supported or other funds if they are not provided for through proposed Title I activities. After provision has been made for these priority program categories, consideration should then be given to the continuation of the non-priority areas included in the recommendations which follow .

Specific Recommendations

1. Comprehensive Reading Programs

(a) The committee recommends the appointment of a Title I Reading Director. The person in this position should be responsible to the Deputy Superintendent who controls Title I funds and to whom Title I Programs are responsible. His primary responsibilities should be the coordination and supervision of all Title I Reading Programs and staff; the control of Title I funds; staff development in reading and the determination of approaches to reading utilized by each district. He or she should be independent of the curriculum division but should work closely with its Deputy Superintendent. The position must be close enough to the Office of the Superintendent to ensure that the appointee is able to negotiate from a position of strength.

(b) Each district should develop a conceptually consistent program which is compatible with regularly supported reading programs in that district as well as with the resources available. This would mean that approaches to reading within a district and each school should be consistent, or at least compatible with each other. Where different approaches are used, the several elements must complement rather than contradict each other. This should result in a significant reduction in the variety of reading programs utilized within the district.

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(c) As a part of the evaluation and research activities of the district special attention should be given to the analysis of the nature and impact of all Title I Reading Programs with a view to determining the relative value of the several approaches to reading utilized.

(d) On the secondary level, all Title I eligible students below 8th grade reading level and in junior high school below 5th grade reading level should be provided with reading diagnostic services and specific coursework in reading or other procedures designed to to upgrade their reading competence. These separate reading courses or other reading procedures should not replace other academic courses but can be utilized as electives applicable toward graduation requirements.

(e) On the elementary level, the committee recommends that all reading specialists in each building devote at least 50% of their professional time to working with small groups or individual pupils for diagnostic or instructional purposes.

(f) Each school above the elementary level should submit a reading plan incorporating either the recommendations for elementary schools (as in the case of Middle Schools) or the recommendation for secondary schools. These plans must be approved by the district, central office, reading staff and the Title I Reading Director.

II. Comprehensive Math Programs

The committee recommends the expansion of these programs to include junior and senior high levels. At these levels the committee recommends that a management model similar to the elementary school model for math education including computer-assisted instruction be developed and implemented. All Title I eligible secondary school pupils functioning below 8th grade math and all junior high school pupils functioning below 5th grade math should be served by this program.

III. Follow-Through Program

The committee commends the Follow-Through Program as currently implemented in the Philadelphia school system and recommends that this program be expanded by at least 80% so that by the end of September 1974 the program should be initiated in at least 15 additional schools making a total of 33 schools in which the program is operative.

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Item 4 - Consumable Supplies

Office Supplies

$50 per member for 33 members	(Recommended)	1,650

Purchase of Printed Materials

$2.50 per copy for 85 copies - 3 publications	(Recommended)	1,387.50

Item 5 - Equipment and Furniture

Equipment and furniture should be provided by the school board	(Not recommended)

Item 6 - Space and Rental Fee

Space should be provided by the Board of Education in a local school building	(Not recommended)

Item 7 - Other Costs

Stipend for council members: This should be called a meeting expense account suggested at $10/council member per meeting.	(Recommended)

Every effort should be made to strengthen the independence of the Parents Advisory Council and to improve the quality of its discharge of its advisory responsibilities. To achieve these attention will need to be given to:

1. The assignment of resources and facilities which are essential to their work and which give dignity to their work;

2. Early and thorough consultation in connection with program planning and implementation;

3. Adequate information and data necessary to their informed consideration of issues and participation in decision-making;

4. Detailed Title I program information and job description for all Title I personnel (this information should be in sufficiently clear and uncomplicated language to make it useful in the monitoring of programs and services by P.A.C. members).

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IV. "Benchmark" Program

The committee recommends the expansion of the "Benchmark" program to serve Title I eligible children in the 4th, 5th, and 6th grades who fall below the 16th percentile in reading and math achievement. This program should be initiated before November 15th and fully implemented no later than January 1st, 1975. Efforts should be made to publicly identify this program as one on which there is agreement and sponsorship by the Board of Education, Parents Advisory Council, Welfare Rights Organization and Philadelphia Federation of Teachers. In addition the Office of Research and Evaluation should be directed to give special attention to the study of this program in order that informed decisions may be made about its continuation and further expansion.

V. Parents Advisory Council

The committee recommends that the Parents Advisory Council be strengthened and that the budget submitted by the Parents Advisory Council be approved with the following exceptions and revisions:

Item 1 - Personnel		
1 Executive Secretary	(Recommended)	$ 7,000
PC Chairman honorarium	(Not recommended)	
Item 2 - Consultants & Contract Services		
Consultants	(Recommended)	3,000
Copier Contract	(Recommended)	1,800
Item 3 - Travel		
Conference Travel		
5 conferences @ $100 per conference for 3 persons	(Recommended)	1,500
Visitations of Other School Districts		
3 visitations @ $25 per visit for 3 persons	(Recommended)	315

5. Provision must be made for such training and consultative resources as may be necessary to ensure that the members of the Council are able to discharge their responsibility.

VI. Management and Quality Control

The committee feels strongly that the quality of those several proposed activities as well as those that may be continued largely depends upon the quality of the management procedures by which they are administered, we therefore recommend that immediate attention by given to the strengthening and tightening of administrative arrangements to ensure that all Title I personnel and the units of the system which are responsible for implementing Title I programs and activities are held accountable for the delivery of high quality services. To implement this such a procedure as the following should be instituted:

1) To ensure greater quality in the achievement of basic skills there should be prepared and made available to the respective parents at the beginning of the school year a diagnostically developed statement of academic levels, needs, and plans for each Title I eligible child. In addition, at the close of the year an equally specific statement should be prepared and made available to respective parents indicating the extent to which levels of academic achievement have been changed, needs have been met and changed, and plans executed or changed.

2) Consideration should be given to instituting a system of Title I educational inspectors who have the responsibility for systematically monitoring the quality of program development and educational service delivery. In the absence of the development of such a system a specific plan for strengthening the supervisory functions of senior Title I personnel must be developed. In Title I Reading Program the Title I Reading Director should give high priority to the development of such a program by which activities and services are monitored and the quality of the program is ensured.

VII. Programs which may be continued after priority areas have been covered:

1. Affective Education
2. Comprehensive Mathematics*
3. Computer-Managed Instruction
4. English as a Second Language
5. Enrichment Activities for the Deaf
6. Follow-Through*
7. Itinerant Hearing
8. Kindergarten Aides
9. Learning Centers

*Programs discussed above and recommended priority

10. School Community Coordinators
    (This is an important program deriving its importance from the use of personnel indigenous to that community. This project's continuance is recommended with the condition that newly hired personnel remain members of the community they service for the entire duration of their employment)

11. Comprehensive Reading (Public)*

    a. District Reading Projects
    b. Improvement of Reading Skills (A&B)
    c. Instructional Materials Centers
    d. Language Arts Reading Camps

12. Comprehensive Reading (Non-public)*

    a. Improvement of Reading Skills
    b. Individualized Education Center
    c. Operation Individual
    d. Primary Reading Skills Center
    e. Summer Adventures in Learning
    f. Summer Reading Readiness

Non-Public Projects

13. Bilingual Education

14. Multimedia Center

15. Parent School Aides

16. Speech Therapy Clinics

17. English as a Second Language

18. Speech and Hearing

19. Counseling Services

The committee agrees to the continuation of these programs with at least a 25% reduction in Title I monies:

1. Classroom Aides

2. Intensive Learning Center

*Programs discussed above and recommended priority

3. Walnut Center

4. Education in World Affairs

5. Out-of-School Sequenced Science

The committee agrees to the continuation of the following programs with at **least** a 50% reduction in Title I monies:

1. Creative Dramatics

2. Motivation
   (This project's continuation is approved with the condition that the project activities show close relation to basic skills mastery and the target population include those children in the lowest 16th percentile. The non-public school model should be followed.)

3. Pennsylvania Advancement School
   (This project's continuation is recommended with the condition that the out-reach aspects of this project be discontinued.)

4. Art

5. College Placement

6. Communication Experience

7. Music

The committee recommends the following programs for termination:

1. Action

2. Afro-American

3. Art Specialist Teacher

4. Counselor Aides

5. Cultural Experience

6. Music Specialist Teachers

It should be noted that in arriving at these recommendations the committee has been forced to utilize its best judgment based upon evaluation data supplied by the Philadelphia School District, committee staff studies of Philadelphia Title I projects, research and evaluation data concerning compensatory education programs in other cities, and its subjective judgments with respect to quality, viability, potential, and feasibility. These varied inputs into our determinations have been necessary since there is not a sufficiently appropriate evaluation data base referrable to the several projects in Philadelphia to support determinations that we would consider to be wise and just.

Respectfully submitted,

Edmund W. Gordon, Chairman
Title I Evaluation and Review Committee

Edgar Epps, Committee Member
Roderick Hilsinger, Committee Member

EWG/pr

cc: Welfare Rights Organization
Parents Advisory Council
Dr. Norman Drachler
Mr. William Dallam